National Library of Canada
Bibliothèque nationale du Canada

Canadian Theses Service
Service des thèses canadiennes

Ottawa, Canada
K1A 0N4

## NOTICE

The quality of this microform is heavily dependent upon the quality of the original thesis submitted for microfilming. Every effort has been made to ensure the highest quality of reproduction possible.

If pages are missing, contact the university which granted the degree.

Some pages may have indistinct print especially if the original pages were typed with a poor typewriter ribbon or if the university sent us an inferior photocopy.

Reproduction in full or in part of this microform is governed by the Canadian Copyright Act, R.S.C. 1970, c. C-30, and subsequent amendments.

## AVIS

La qualité de cette microforme dépend grandement de la qualité de la thèse soumise au microfilmage. Nous avons tout fait pour assurer une qualité supérieure de reproduction.

S'il manque des pages, veuillez communiquer avec l'université qui a conféré le grade.

La qualité d'impression de certaines pages peut laisser à désirer, surtout si les pages originales ont été dactylographiées à l'aide d'un ruban usé ou si l'université nous a fait parvenir une photocopie de qualité inférieure.

La reproduction, même partielle, de cette microforme est soumise à la Loi canadienne sur le droit d'auteur, SRC 1970, c. C-30, et ses amendements subséquents.

NL-339 (r. 88/04) c

Canada

THE UNIVERSITY OF ALBERTA

# EVALUATION OF THE FORTALEZA, BRAZIL SLUM REDEVELOPMENT PROJECT

BY

DIANE FOSS

A THESIS

SUBMITTED TO THE FACULTY OF GRADUATE STUDIES AND RESEARCH

IN PARTIAL FULFILMENT OF THE REQUIREMENTS FOR THE DEGREE OF

MASTER OF SCIENCE

IN

FAMILY LIFE EDUCATION

DEPARTMENT OF FAMILY STUDIES

EDMONTON, ALBERTA

SPRING, 1989

National Library of Canada
Canadian Theses Service
Ottawa, Canada
K1A 0N4

Bibliothèque nationale du Canada
Service des thèses canadiennes

The author has granted an irrevocable non-exclusive licence allowing the National Library of Canada to reproduce, loan, distribute or sell copies of his/her thesis by any means and in any form or format, making this thesis available to interested persons.

The author retains ownership of the copyright in his/her thesis. Neither the thesis nor substantial extracts from it may be printed or otherwise reproduced without his/her permission.

L'auteur a accordé une licence irrévocable et non exclusive permettant à la Bibliothèque nationale du Canada de reproduire, prêter, distribuer ou vendre des copies de sa thèse de quelque manière et sous quelque forme que ce soit pour mettre des exemplaires de cette thèse à la disposition des personnes intéressées.

L'auteur conserve la propriété du droit d'auteur qui protège sa thèse. Ni la thèse ni des extraits substantiels de celle-ci ne doivent être imprimés ou autrement reproduits sans son autorisation.

ISBN 0-315-52827-3

Canada

THE UNIVERSITY OF ALBERTA

RELEASE FORM

| | |
|---|---|
| NAME OF AUTHOR: | DIANE FOSS |
| TITLE OF THESIS: | EVALUATION OF THE FORTALEZA, BRAZIL SLUM REDEVELOPMENT PROJECT |
| DEGREE: | MASTER OF SCIENCE |
| YEAR THIS DEGREE GRANTED: | SPRING, 1989 |

Permission is hereby granted to THE UNIVERSITY OF ALBERTA LIBRARY to reproduce single copies of this thesis and to lend or sell such copies for private, scholarly or scientific research purposes only.

The author reserves other publication rights, and neither the thesis nor extensive extracts from it may be printed or otherwise reproduced without the author's written permission.

Diane Foss

(Student's Signature)

11206 - 73 Ave

Edmonton, Alta T6G 0C6

(Student's permanent address)

Date: Apr 25, 1989

THE UNIVERSITY OF ALBERTA

FACULTY OF GRADUATE STUDIES AND RESEARCH

The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies and Research for acceptance, a thesis entitled **Evaluation of the Fortaleza, Brazil Slum Redevelopment Project** submitted by **Diane Foss** in partial fulfilment of the requirements for the degree of **Master of Science** in **Family Life Education.**

Supervisor

Date: April 11, 1989

## ABSTRACT

The purpose of this study was to conduct a formal summative evaluation of the Fortaleza Brazil slum redevelopment project. This development project was funded by the Canadian International Development Agency and consisted of a joint international agreement between the faculty of Home Economics at the University of Alberta and the Home Economics department at the Universidade Federal do Ceara in Fortaleza. The agreement was in place between 1982 and 1988 and involved the establishment of a garment manufacturing cooperative for the women and a pre-school for the children of the Uruguaiana slum community as well as providing the opportunity for staff development for both universities.

The evaluation focused on the four areas of programming suggested by a summative application of Daniel Stufflebeam's CIPP model of evaluation, as follows: 1) Context - project intentions, 2) Input - methods employed to accomplish the task, 3) Process - implementation, and 4) Product - level of objective achievement and impact. A qualitative descriptive design was deemed most suitable for the evaluation and the major data gathering techniques were interviews with project participants, document analysis, on-site observations, and questionnaires.

In addition to answering the questions generated by the evaluation focus, recommendations were made based on the findings of this study. Due to project completion and in keeping with the summative nature of this study, these recommendations were addressed to decision-makers involved in future development involvement at three levels: funding agencies, home economists involved in international development, and evaluators. A discussion of the implications of these findings for enhancing the global perspective with the home economics profession concludes the study.

## ACKNOWLEDGEMENTS

This thesis would not have been possible without the help of many people. In acknowledging those who contributed, first on the list must come Professor Doris Badir who not only supervised the study but enriched my life in the process. Her influence will extend far beyond the pages of this thesis. I would also like to express appreciation to Dr. Dianne Kieren for her patient conceptual nudging and direction and Dr. Brian Evans for providing new insights on international development.

I also wish to acknowledge the kindness of the faculty members in the Department of Home Economics of the Universidade Federal do Ceara in Fortaleza, Brazil and express thanks for their help in completing this evaluation. Special thanks must go to Dr. Fatima Sampaio da Silva who acted as hostess and chauffeur during my stay in Brazil.

There are many in the Family Studies Department, both faculty and fellow students, who have provided unfailing support and encouragement. To them I express special appreciation.

And to my family and friends who watched and cheered, many thanks.

## TABLE OF CONTENTS


| CHAPTER | | PAGE |
|---|---|---|
| 1 | STATEMENT OF THE PROBLEM | 1 |
| | Background | 2 |
| | Statement of Purpose | 4 |
| | Focus of the Study | 4 |
| | Definitions | 6 |
| 2 | REVIEW OF THE LITERATURE | 9 |
| | Evaluation | 9 |
| | International Development | 18 |
| | Home Economics | 25 |
| | Conclusion | 31 |
| 3 | CONCEPTUAL FRAMEWORK | 33 |
| | Evaluation Models | 33 |
| | Program Planning and Evaluation | 36 |
| | Model Selected for This Study | 37 |
| | Application | 42 |
| 4 | EVALUATION DESIGN | 44 |
| | Sample | 44 |
| | Data Collection | 49 |
| | Limitations | 51 |
| | Data Analysis | 52 |
| 5 | RESULTS | 54 |
| | Description of Project/Convenio | 54 |
| | Evaluation Findings | 64 |

6 DISCUSSION ..... 96

Project Strengths ..... 97

Issues and Recommendations ..... 98

Implications ..... 108

Summary ..... 110

BIBLIOGRAPHY ..... 111

APPENDIX A: Interviews ..... 116

APPENDIX B: Questionnaires: U of A Faculty and Students ..... 118

## LIST OF FIGURES


| FIGURE | | PAGE |
|---|---|---|
| 3.1 | C.I.P.P. Model of Evaluation | 38 |
| 4.1 | Evaluation Respondents by Stakeholder Group | 45 |
| 5.1 | Rationale for Involvement | 67 |
| 5.2 | Revised Rationale for Involvement | 69 |
| 5.3 | Rationale for Involvement and Objectives | 70 |
| 5.4 | Decision Making/Communication | 74 |
| 5.5 | Faculty Awareness | 92 |
| 5.6 | Student Awareness | 94 |

# CHAPTER 1

## STATEMENT OF THE PROBLEM

Billions of dollars are spent annually by governments in aid to developing countries. This aid has been in the form of direct dollar infusions into ailing economies as well as by providing personal health and development opportunities through facilities and training. One method of providing this development assistance is by enlisting the involvement of, and providing funding for, non-governmental organizations. One half of all Canadian government aid to developing countries is allocated to financing the development efforts of organizations such as universities, professional associations, labor unions, cooperatives, international financial institutions and multilateral organizations (Canadian International Development Agency, 1987). Home economics, as a profession either within or outside of a university setting, has encouraged professional involvement in international development as an extension of its mandate to contribute to the well-being of individuals and families and has received funding from governments to further their efforts.

Much good has been accomplished by the international development efforts of all countries in alleviating Third World suffering through a variety of methods. However, many well-intentioned but poorly conceived projects have had devastating consequences for individuals and entire countries. These negative impacts have caused governments to realize the need to evaluate their efforts, both to provide fiscal accountability in times of diminishing budgets as well as to assess their efforts for positive and negative impacts.

Evaluation has developed over the past twenty-five years to its present status as a "learning and action-oriented tool" to be employed as part of the management process (UNESCO, 1984). This development has included the refinement of theories and methodologies that have established evaluation as a recognized procedure, valuable for its contribution to program management and improvement in whatever field it is applied. However, the recognition of this same role for evaluation in international development has been slow in coming. It has been suggested by one author (Cracknell, 1988) that the evaluation of aid programs did not "come of age" until 1984 and even now governments are only beginning to realize the contribution which evaluation can make to project improvement rather than to just establish post-project accountability.

Whether it is conducted for improvement or accountability, an evaluation is necessary to provide relevant information to assist clients in the decision making process. Such was the emphasis in the evaluation of the Fortaleza Brazil slum redevelopment project.

## Background

Between 1982 and 1987, the Home Economics faculties of the University of Alberta (U of A) and the Federal University in the Brazilian state of Ceara (Universidade Federal do Ceara - UFC) were associated in a slum redevelopment project in the northeastern coast city of Fortaleza, Brazil. This project came into existence as the UFC Home Economics department sought a solution to the growing slum conditions associated with the expansion of the Uruguaiana community adjacent to the UFC campus. After enlisting local UFC personnel from several faculties to participate

in a variety of on-site development activities, the project was brought under the direction of the UFC Office of Extension. Although it was originally conceived as a comprehensive community project, the Home Economics department was involved only with the activities related specifically to family development issues. It was with these aspects of the larger project that the Home Economics department sought assistance from the Canadian Home Economics Association (CHEA), who channeled the request to the U of A Faculty of Home Economics. A proposal for funding was jointly prepared and submitted to the Canadian International Development Agency (CIDA).

The project proposed to CIDA included personnel and activities from both Home Economics departments to be involved in primarily three areas. The first was the development of a cooperative clothing manufacturing industry to provide skills training for the women of the slum. Second, the establishment of a day care and infant home care to free these women to be involved in the training. And third, development experience and research opportunities for faculty and students at both universities.

The scope of the project funded by CIDA was only the portion of the entire UFC redevelopment effort that was administered jointly by the two cooperating Home Economics departments. The project consisted of linking the two universities to combine resources and expertise in the development effort in a way that was beneficial to both universities as well as to the slum itself in order to fulfill specific objectives dealing with the women and children.

## Statement of Purpose

The formalization of the agreement between the two universities and CIDA took place in 1982. Between that time and the conclusion of the project in 1988, interim reports were submitted regularly to CIDA recording progress and difficulties with the project activities. Although each report provided a clear picture of the project at the time, they were not intended as formal evaluations in either scope or purpose. The purpose of the evaluation conducted for this study was to provide a comprehensive, summative examination of the slum redevelopment project, both to provide accountability to the project's funding agency (CIDA) and stakeholders (University of Alberta, Universidade Federal do Ceara), as well as for guidance in future project decision-making.

## Focus of the Study

Project complexity coupled with limited resources makes it impossible to evaluate all aspects of any intervention. The choice of what to include in the evaluation is made based on the interests and information needs of the evaluation client, resources available to conduct the evaluation, as well as the audience for whom it is being prepared. The focus of this study was a retrospective look at the project's intentions and methods, tracing the implementation process over the span of the project, examining its effectiveness in reaching its objectives by the proposed activities, and finally, looking at the immediate outcomes and future impacts of the project. Included in this evaluation was an examination of how and what the participants contributed to the project in terms of meeting the objectives and thus it provided, as well, an

evaluation of the link between the two universities. The questions used to guide the evaluation were generated from this focus and are listed below.

Intentions

1. What was the rationale for the involvement of the participants?
2. How did the objectives and activities emerge and how well did the process work?

Methods

3. Did the objectives and activities logically connect to the reasons for the involvement of all the participants?
4. Were the objectives and activities consistent with UFC and Brazilian government development plans?

Implementation Process

5. What was the decision making structure and how well did it work?
6. What was the nature of the communication between and within the two universities?
7. What were the factors in both universities that affected the ability to implement the project as originally planned?
8. How well did project participants understand and fulfill their responsibilities ?

Objective Achievement/Impacts

9. To what extent did the project achieve or is it likely to achieve its objectives?

10. What were the impacts of the project on the participants?
11. In what ways did the project impact on assisting the UFC Home Economics department to reach its potential as a training center for students who might work toward community development in northeastern Brazil?
12. What were the effects of the project on the U of A Home Economics faculty and students in heightening their awareness of the role of home economics in third world development?
13. How accurate were the financial predictions and what were the reasons for any discrepancies?

## Definitions

For uniformity of understanding, the following definitions and explanations are presented in advance for terms that appear throughout the study:

UFC - Universidade Federal do Ceara

U of A - University of Alberta

CIDA - Canadian International Development Agency

favela - Portuguese word for slum

confeccao - Portuguese word for a cottage-type clothing manufacturing industry

Papoco/Uruguaiana - Both names refer to the particular slum where the project operated. The community changed the name because of the negative connotation of the word 'papoco' which means 'explosive.' Both names are included in project documents, Uruguaiana being the current name in use.

convenio vs. project - Convenio is the Portuguese word for an agreement between two parties, and in the context of this report refers to the U of A/CIDA portion of the entire slum development project undertaken by the UFC. Its use was a convenient way of separating the two concepts during the evaluation and will be used to signify the same separation for this study.

bolsistas - Portuguese word to refer to the students hired by the UFC to perform certain tasks at the favela under the direction of project personnel.

Brazilian Government Agencies -

C.E.A.G. - State center which gave support to small enterprises. They were involved in training women in management skills for the confeccao.

F.E.B.E.M.-Ce - National organization with branches in all states. Mostly involved with the home day care program.

I.N.A.N. - National Institute of Food and Nutrition. Provided food for women and children in Uruguaiana, as well as for the pre-school program.

L.B.A. - Brazilian Assistance Legion. A national organization which developed programs for low income people. Specifically in Uruguaiana, it provided food for the pre-school program. It was also from L.B.A. that members of the community were seeking funding to buy equipment to begin their own confeccao.

Merenda Escolar - State school lunch program which provided a small amount of food which completed the L.B.A. supplement.

Prefeitura de Fortaleza - The municipality of Fortaleza which paid the salary of the pre-school teachers.

P.R.O.D.A.S.E.C. - Programa de Acao Socio-Educativo-Cultural Para Areas Urbanas Perifericas. Slum re-development agency under which the project began.

S.E.N.A.I. - National Service for Industrial Training. A national program which trained people to work in industry. They were contracted to give the basic training course to women in the confeccao.

# CHAPTER 2

# REVIEW OF THE LITERATURE

In general terms, the purpose of this study was to evaluate an international development project undertaken within a home economics framework. The combination of these three topics (evaluation, international development and home economics) narrowed the subject to such a degree as to limit the literature available within any one of the three disciplines included in the focus. Therefore, literature was reviewed from each of the three areas included in the focus and is covered separately in the discussion that follows. However, inclusion of three such separate and developed disciplines in this review made it necessary to include only the portion of each that was relevant to the overall research that was conducted.

## Evaluation

The task of deciding what is good and what is bad has been an informal aspect of human activity from the beginning and is essential to the selection process that provides order in society. It is only within the last twenty-five years that this process of sorting and judging has become formalized enough to constitute a specialized discipline, now referred to as evaluation (House, 1980).

It has become necessary over this twenty-five year period, as society, often through government social policy, has become more involved with individual lives, to examine social intervention for possible positive as well as negative impacts. To not do so would be irresponsible as well as inefficient. As a result, evaluation has become a required element of virtually all programs, with thousands of people employed and

millions of dollars invested in it every year. Evaluation literature and organizations have grown in an effort to develop theory as well as provide input on practice, based on experience in conducting evaluations.

What follows is a brief history of the development of evaluation theory and practice, particularly focused on the area of social programming. The varied nature of social programs has provided some very real challenges to developing a unified theory of evaluation. Finally, evaluating social development projects in international settings is a relatively recent step in evaluation practice which can provide unique challenges. Some of these challenges will be discussed.

The main focus of this section of the review is a discussion of the historical development of social programming evaluation and where that history has brought us today, locally as well as internationally.

## History

Cronbach (1980) divides his historical analysis of evaluation into three time periods, beginning in the 1600's and the quest for orderly knowledge. Most reviews, however, point more conservatively to the 1950's as the beginning of the rise of evaluation (Brewer, 1983; Cronbach, 1980; Patton, 1978; Rutman and Mowbray, 1983; Shadish and Reichardt, 1987). Several factors contributed to this rise. The launching of the Russian satellite Sputnik I in 1957 called into question the effectiveness of American education compared with the Russian system. The massive social programs of the 1960's and 70's met head-on with the Viet Nam war, inflation and high taxes. Calls for evaluation came from government administrators responsible

for budget accountability as well as from opposition parties who requested them for any number of political reasons (Cronbach, 1980; Meyers, 1981; Patton, 1978).

Austin (1982) claims that the 1960's and 1970's were periods of agency accountability. Evaluations were scientific efforts to measure impact in order to establish the effectiveness of a particular program. An evaluator was cast into the role of judge and sometimes executioner with the result that efforts to evaluate were often hindered and findings ignored (Patton, 1978). The realization that evaluation extended into policy-making to inform policy makers and not to replace the political process, was slow in coming to the clients of evaluation and evaluators themselves (Brewer, 1983).

Madaus, Stufflebeam and Scriven (1983) point to the mid-1970's as the beginning of the age of professionalism in evaluation that extends to the present. Prior to that time evaluators were uncertain "whether they should be researchers, testers, administrators, teachers or philosophers" (page 15). There were no stated professional qualifications or standards and a scarcity of evaluation literature. During the 1970's, journals were begun, professional organizations came into existence to foster professional exchange and universities began to include evaluation courses in the curriculum. Those within the field began to separate evaluation from other more traditional forms of research and to develop a methodology and theory that was unique to evaluation.

## Evaluation Theory

In order to fully trace the history of evaluation practice, it is necessary to understand the development of evaluation theory. Evaluators were professionals from

existing disciplines adapting accepted methodologies from their own fields to evaluation settings. Shadish and Reichardt (1987, p.14) summarize the development of evaluation theory by saying:

> "... the theoretical literature in program evaluation resulted from a complex interplay among the problems identified and faced by evaluators, the practices those evaluators brought to bear, and the scholarly traditions and theories within the disciplinary heritage of each evaluator--all winnowed by the vagaries and regularities of over twenty years experience in the field."

The result of this melting-pot of evaluation experience was that a great deal of time was spent trying to fit all evaluations into the same strategic mold. The literature was replete with the debate as to which theory would provide the best possible evaluation in all settings. On one side of the debate, the assumption was that human nature mirrored the laws of scientific nature and thus truth could best be discovered using scientific methods. The naturalistic paradigm, on the other hand, assumed reality to be context-specific and multiplistic (Greene,1985) and not generally measurable using strictly experimental methods.

It is only recently, after many years of debate as to which method is more "responsive" or "reliable" that evaluators have begun to accept Rossi and Freeman's (1985) notion of "tailoring evaluations." Patton's "Utilization-Focused Evaluation" (1978) is representative of this philosophy which advocates the use of whichever method provides the stakeholders with the most usable evaluation. Although it seems obvious to specify that an evaluation should be usable, Austin (1982) maintains that very little evaluation is actually designed with utilization in mind. Shadish and Reichardt (1987) suggest that now that evaluation theory acknowledges the validity of a variety of approaches, energy should be focused on providing users with direction for decision making related to selecting a method.

As a result of the diverse origins and the varied collection of approaches and methodologies that now exist within the evaluation field, adopting a single definition of evaluation based on the theoretical and practical development process is a complex task. Rutman and Mowbray (1983, p.12) claim that there is "no uniform and consistently applied" definition of evaluation in use today and that there are as many definitions as there are writers of evaluation theory and practice. Glass and Ellett (in Shadish and Reichardt, 1987, p. 26) indicate that "Evaluation--more than any science--is what people say it is; and people are currently saying it is many different things." Stake's responsive (1983) approach would suggest a very different view of evaluation than Deming's (1983) statistical-experimental theory. Shadish and Reichardt (1987) suggest that with such a diversity of evaluation definitions, settings and evaluators, a single grand theory of evaluation will not likely ever be widely accepted.

## Social Programming and Evaluation

The 1960's and 70's, as has been discussed, was a time of large scale government programs aimed at alleviating the pressing social problems of the day. These programs were nation-wide in scope and based on several optimistic assumptions regarding social change enumerated by Cook and Shadish (1987):

1. social science theory would point to the causes of specific problems and would suggest interventions for solving them,

2. these interventions could be implemented and evaluated in ways that provided unambiguous answers,

3. successful programs would be welcomed and adopted by all involved in social program settings, and

4. a significant amelioration of the original social problem would occur.

These early assumptions regarding social reform proved to be inconsistent with reality and early optimism led to disillusionment regarding the efficacy of program efforts. Cook and Shadish (1987, p. 31) assert that "the whole messy world of social programming" and indeed social reality is much more complex than this early model allowed. It implied a neat correlation between inputs and outcomes that simply did not exist. Programmers and evaluators of the 70's began to see the need to examine what occurred between these two ends of a project.

Implementation is the process by which a project is carried out, the translation of the plans of the project into practice, the "black box" between program inputs and outcomes (McLaughlin,1987). McLaughlin enumerates five lessons learned from experience with implementation that are especially valuable to programmers and evaluators. 1) Treatment effects are indirect and the result of complex interactions between program inputs and the program setting, 2) Project success is as much an issue of on-site implementation choices as project design, 3) Implementation is a complex, multi-stage developmental process of institutional and individual learning and adjusting, 4) Implementors pursue multiple and sometimes competing goals, and 5) Decisions made in the organizational chart closest to to the delivery level have the most impact on the way policies are carried out. Meyer (1981) goes so far in his discussion of implementation realities as to say that a large majority of social programs function counterintuitively; that is, their results usually differ from program expectations.

This recognition of the complexity of social reality had major implications for evaluation, making it both more important and more difficult. If social programs do not function with a linear predictability between inputs and outcomes, it is vital to discover the variables that do influence outcomes for the purpose of control within the program setting. Evaluation becomes more difficult in that the task of identifying and ultimately controlling variables that often lie outside of program parameters is not an easy process, even in an ideal evaluation setting.

The "hypotheticodeductive" evaluation model most often used with social programs has conceptual appeal. "It has refined methods, clear rules of evidence, and agreed-upon strategies of proof" (McLaughlin, 1987, p. 73). However, McLaughlin suggests that the traditional correlational or experimental model of evaluation often misrepresents the nature of treatment, program effect and the relationship between inputs and outcomes. Our trust in the efficacy of this method is therefore exaggerated. Along with implementation variables, the impact of the context within which a program functions is often underestimated in the evaluation process.

McLaughlin believes that implementation and context factors require more attention than given them in current evaluation models where they are treated as academic curiosities or as externalities. They are central to project conduct and effects and to ignore them results in evaluations of limited use and possibly inaccurate conclusions. He calls for a fundamental rethinking of social program evaluation in five areas summarized below.

1. the objectives of evaluation - an evaluation should be used to inform rather than to attempt to prove cause and effect.

2. the unit of analysis - the project plus its setting should be evaluated, not just the project itself.

3. outcome measures - examination of how and why the outcome occurred versus a quantitative measure of how much occurred.

4. differentiation of strategies - rather than choosing one method of evaluation, a multi-dimensional approach should be taken.

5. concepts of use - each evaluation should be designed based on who the information is for and for what purpose.

Evidence in the literature is that the rethinking McLaughlin calls for is occurring. For example, the use of differing strategies, which used to be at the heart of the qualitative-quantitative debate, is settling into an acceptance of whichever approach is most appropriate to the given evaluation situation. As stated previously, however, it isn't likely that this rethinking will lead to a single, unified evaluation theory in the near future.

## Evaluation in International Settings

Social programming has been a major activity in developing countries since World War II. Well-meaning governments have spent billions of dollars trying to alleviate social ills that affect the basic living standards of people in the developing world. It is only recently, however, that the need to evaluate these efforts has become a central issue to development planners and governments. This was partly in response to negative impacts of early development efforts, as well as the growing visibility of evaluation as a field of its own.

In a recent literature review of development aid evaluation, Cracknell (1988) divided the history of aid evaluations into three phases. The first phase included

evaluations conducted up to 1979, phase two from 1979-1984, and phase three he called "the coming of age" which was 1984 to the present. The span of phases, covering as little as eleven years in total, gives an indication of the recent development of this area of evaluation.

Evaluation had already come into its own before development funding agencies recognized the need to apply it to international efforts. During phase one, evaluations were primarily done by and for the funding agency and reports of evaluations were not readily available to those outside of the agency. Freeman, Rossi and Wright (1979) were commissioned by O.E.C.D. (Organization for Economic Cooperation and Development) to write Evaluating Social Projects in Developing Countries. This book reflected the predominant evaluation philosophy of the day, namely the measurement of impacts and costs by experimental methodologies.

Phase two (1979-1984) saw the establishment of evaluation units by all the main aid organizations, and an interest in synthesizing the information that was gained. Phase three (1984 to the present) marks the change from evaluations being focused on lessons learned to using the information in project design.

Designing evaluation to include sufficient access to data within the chosen approach of the evaluator is difficult in a traditional setting. When the challenges previously discussed, regarding social programming evaluation, are further complicated by factors within a foreign country and culture it becomes clear why evaluation has developed more slowly in this setting.

Ross (1984) enumerated the practical problems encountered in conducting evaluations in developing countries and placed the problems into four categories.

1. Design - inaccessability of sites, sampling and instrumentation
2. Personnel - training and cultural differences

3. Time - "It will, almost invariably, take longer to conduct a study in a developing nation..." (Ross, 1984, p. 216)
4. Budget - allocation differences, i.e. less for salaries, more for supplies

Mentioned also were the potential problems of weather as well as cultural suspicion and political differences.

Most international evaluations have been de facto efforts to measure project impact using descriptive, usually qualitative, methodologies. Most international projects were not designed with evaluation in mind and included no pre-treatment measures. In addition, local project personnel are often undertrained, underpaid and usually too overworked to place a priority on the details needed to conduct a more traditional evaluation.

Virtually all aid projects now include an evaluation component in the design. As was the case with the development of evaluation as a discipline, the lessons learned over the process of time will further the development of evaluation practice in international settings.

## International Development

One of the results of modern technology and communication has been a greater awareness of the world and the life every person leads in it. With this new awareness has come shattering comparisons and the realization that famine, disease, poverty and death are more the norm for the majority of the world's population than an isolated exception. Eight hundred million people have no health care of any kind, with 1.4 billion having no access to clean water. Of every ten children born in poverty, two die

within one year and only five survive to age forty. Twenty four people die every minute from hunger related causes, eighteen of these under five years old (CIDA, 1987).

The "developed" countries of the world not laboring under these burdens have, for the most part, responded genuinely and generously to this situation, if not always appropriately. The purpose of this section on international development is to provide an historical overview, as well as to examine the current world philosophies guiding development participation. It will also provide a philosophical basis for the evaluative process within development.

## History

Development models began to appear during the reconstruction phase in Europe following World War II (Sen & Grown, 1987) with concerted international effort to provide help beginning during that time and the early 1950's. During that period, the common goal stated in formal statements of philosophy and objectives was to provide material opportunities in order to ensure a minimum standard of living (Schumacher, 1973; United Nations, 1961; United Nations, 1971). Poverty and its alleviation were viewed in primarily economic terms. Success in development efforts was measured by incremental increases in per capita and aggregate gross national product over a period of target years (Goulet, 1971; Seers, 1971; United Nations, 1961; United Nations, 1971). Using these measures, a country was considered to be 'developed' at a certain level, while those at the lower ends of the scale were 'underdeveloped.' Development became synonymous with economic growth. Large scale national projects, such as the Colombo Plan, were undertaken using this philosophy, believing that economic growth

would yield a "fuller and more fruitful life" and would automatically eliminate existing social ills (Department of External Affairs, 1961).

By the 1960's, social development began to be seen as a separate goal, not merely as an assumed by-product of economic growth. However, social development still included items that could be provided by economic growth, i.e. health care, education, housing. Goulet (1971) suggests that nearly always human goals were subordinated to the achievement of economic growth.

The positive impact of early development involvement is, in many cases, observable. Infant mortality rates were cut dramatically, life expectancy and school enrollment rose and many of the economic targets were reached and surpassed (CIDA, 1987; Streeten, 1981). Unfortunately, meeting many of the economic objectives masked the detrimental individual and social effects of what was being done.

The early assumption was that efforts should be placed on industrialization, modernization and urbanization, coupled with capital accumulation, and that the effects would "trickle down" to the population. Development projects based on these assumptions were proven to have contributed to the concentration of wealth with the rich, and the poor not only became poorer, but increasingly restive and dependent (Goulet, 1971; Schumacher, 1973; Seers, 1977; Wignajara, 1976). Marsden (1984) suggested along with Goulet (1971) that the poor in developing countries became disillusioned with the widening disparities and growing debt, while the few rich who held the power had a strong reluctance to jeopardize their economic gains.

Seers (1977) referred to the economic assumptions of early development philosophy as naive, but understandable. Development was a new area without a proven theoretical or methodological foundation and many of the early efforts were based on trial and error (United Nations, 1961).

## Development for Humans

From development's earliest days, there were many "ethics based" writers who attempted to restructure development thinking. The writings of Paulo Freire (1973), Denis Goulet (1971), Aurelio Peccei (Laszlo, 1984), and L.J. Lebret (Goulet, 1974) to name only a few spoke in terms of "human ascent" and "liberation," all the while denouncing efforts at economic development as domination of the poor by the rich.

To demonstrate only one of many such philosophies, Schumacher (1973) attacked the materialistic philosophy of development, seeing material factors as only the secondary causes of poverty, the primary being the lack of education, organization and discipline. He then suggested that alleviation of poverty should focus first on the alleviation of these three primary causes.

Although given lip-service in the early days, the focus on human development began to take on greater significance. Emphasis had always been placed on the developing country helping itself in the development process, but it began to become obvious that a nation could not help itself if the individuals did not possess the skills to contribute to their own development. As a result, the focus moved from the large contract-type nation-wide projects to modest incremental efforts with a goal to teach skills (Bor, 1984). Statements redefining development as a process of human evolution became part of official documents, rather than ideals voiced by philosophers (CIDA, 1987; United Nations, 1981; Wignaraja, 1976).

## Present

Modern development efforts have tried to blend experience, political reality, and the growing awareness of meeting individual needs into an effective strategy. This present strategy includes an increased sensitivity ("under-developed" has become "developing"), funding priorities based on the greatest need, and smaller efforts coupled with government decentralization to non-governmental organizations. The basic needs approach represents a current focus of development philosophy (Streeten, 1981) with almost universal agreement on the goal of removing deprivation and its causes. Wide disagreement still exists, however, on the best method of reaching the goal.

The United Nations is currently in the Third Development Decade, the main objective of which is to accelerate development and to establish a new economic order. It seeks to do this by committing governments to adopt policies that will foster development in a comprehensive list of areas considered to be priorities. The plans for the previous two decades were conceived during the 1960's when development knowledge was in its infancy and the 1970's during a time of world-wide economic crisis. The successes and lessons of both have been synthesized into the expanded and more specific objectives of the third decade.

In 1987, Canada adopted the charter of "Official Development Assistance" which set forth the country's official principles and priorities for development. According to the document, Canadian aid will be given to projects that concern themselves with one or more of six priority areas: poverty alleviation, economic structural adjustments, increased participation by women, environmentally sound development, food security and energy availability (CIDA, 1987).

Marsden (1984) suggested that two views of development exist today. The "cooperative, one-world" scenario characterized by partnership and policies of mutual benefit that seek to ensure minimal basic need satisfaction. This is contrasted with the "beggar-thy-neighbor" scenario based on short-term self-interested, protectionist policies which use power aggressively and is indifferent to the needs of the poor. He advocates a concerted, unified effort to eliminate the one to fulfill the other.

## Women and Development

A United Nations report on the status of women in 1980 indicated that world-wide, women perform 2/3 of the work and receive 10% of the world's income and own 1% of the world's property (CIDA, 1987). Lovel and Feuerstein (1985) further explained that the work women do is not statistically measurable, is of a subsistence nature and is not included in estimates of Gross National Product. It was discovered that the development focus on economic growth, industrialization and technology prevalent up to that time (in traditional Third World cultures) provided benefits only to the men and usually ignored women and the effects of such policies on them. Borger-Poulsen (1985, p. 176) called development "a single, universal, unvarying process structured by men, for men, to which women must adjust without question."

Some examples of development efforts and consequences for women would be instructive. Training and technology for improving agricultural production is given primarily to men, while 50% of agricultural production and all food processing is the responsibility of women (Lovel & Feuerstein, 1985). This means that cash-crop production, made available by training and technology, becomes the province of men, thus widening the already existing social and economic gap between men and women.

Borger-Poulsen (1985) further suggested that one of the effects of development has been unemployment. Rural to urban migration brought about by increased industrialization left cities unable to deal with exploding populations and industry unable to provide adequate employment for all seeking it. When unemployment is high, available jobs usually go to the men, based on the premise that men are the family breadwinners. Boserup (in Lacey, 1986) suggests that migrant women have a difficult time adjusting to modern sector employment coming from traditional rural settings and many end up as domestic workers or in the informal market sector. This inability to succeed in the modern sector is due to a lack of training in industrial skills as well as the high rate of illiteracy that exists in the migrant population.

Women are a subordinate class in most developing countries which affects their access to resources, the division of labor and their mobility (Sen & Grown, 1987). An economic development focus, beneficial most directly to men, has only served to widen this gap. Not only is this obviously detrimental to women in most aspects of their lives, but it leaves untapped a rich resource available to a country's development plans. Sen and Grown also point out that viewing development efforts from the vantage point of women enables us to determine the positive or harmful effects on the poorest and most oppressed section of society where our efforts should be focused in any case. Further, a country will not prosper if over 1/2 of its resources are neglected or ignored (CIDA, 1987).

Fortunately, women have begun to organize themselves to be involved in the development process, often in response to the unintentional effort to exclude them from it (Sen & Grown, 1987). Gallin (1985) suggests that in order to include women more fully in society there needs to be a blend of consensual changes (working within the

present system) to meet short-term needs and conflictive changes (change to the system itself) to affect long term changes.

Fortunate as well is the fact that most participants in international development are now at least aware of the need to include women in development planning. The document outlining goals for the United Nations Third Development Decade lists very specific encouragement to nations regarding women. In 1984, CIDA developed a "women in development" policy which requires all development proposals to include an analysis of the project's possible impact on women. The policy also includes training of staff in women in development issues and staff performance evaluations rating an employees sensitivity to and knowledge of women's role in development. The aim of this very specific focus is to "empower women to build better lives, to take part in and to benefit more fully from the wider development process" (CIDA, 1987, p. 43).

## Home Economics

A discussion of the involvement of home economics in international development must begin with a description of the home economics field within which international involvement operates. The challenge, as with the definition of evaluation, exists because there are as many different ways to define the field of home economics as there are professionals involved in it. From the work done by Ellen Richards in 1890 to provide nutritious meals for the poor of Boston to the present efforts to define and adapt home economics to the needs of a society with changing values with regards to the home, one of the chief endeavors of those in the field has been to develop a framework within which all aspects of this multi-faceted profession can fit.

In "The Home Economist as a Helping Professional," Kieren, Vaines and Badir (1984) define home economics' three separate but interacting entities as: mission, content and practice. The framework they suggest is based on systems theory and the need to "look at the wholeness of home economics" (p. 23). It also recognizes "the independence of the parts but at the same time focuses upon the relationships between the parts" (p. 25). The discussion of the philosophy and practice of home economics that follows, relating it as well to international development, is based on the three aspects of the framework.

## Mission

Although reaching a consensus on a definition of home economics is a constant challenge, especially to those involved in the profession, most agree on three fundamental aspects of the definition: the family, the individual within the family unit, and the relationship of that unit to the greater society (East, 1980; Green, 1981; Horn, 1981; Miller, 1983; Vincenti, 1983; Wallace, 1985). The earliest official definition of home economics came from the fourth Lake Placid Conference in 1902, and included "... the study of laws, conditions, principles, and ideals concerned with man's immediate physical environment and his nature as a social being, and specially the relation between those two factors." Most definitions of home economics since that time have included phrases such as "the well-being of families,""the improvement of home life,""the preservation of values significant to the home" (Horn, 1981, p.19), and "problem solving for daily living" (Badir, 1981, p. 4). Unwritten within these definitions is the one aspect that makes home economics "run against the current" of

traditional social policy: "...our mode of operation is prevention, development, and education as opposed to crisis clean-up, remediation, therapy" (Green, 1981, p. 14).

Almost from the beginning, home economics has been involved with these same concerns internationally as well as locally. The International Federation of Home Economists (IFHE) was founded in 1908 to promote the development of home economics and contribute to the improvement of women and families throughout the world (Dalloway, 1986). This concern comes from a global view of community. Murray (1986, p. 51) states that a global perspective is not merely an "interesting exercise" to home economists, but a mandate of the profession, further suggesting that our future as a civilization may depend on it.

Becoming involved internationally rather than locally does not suggest a separate mission. Wallace (1985) states that the profession of home economics concerns itself with basic needs as well as dignity, advancement, self sufficiency and the well-being of individuals and families, and that the problems of the global community with regard to those concerns are only larger manifestations of local concerns. "The problems and issues are pervasive; only the specific resources and degree of intensity vary" (Green, 1982)

## Content

In order to respond to the mission of home economics, which has to do with effectively meeting the needs of individuals and families, both within the family unit and society, a vast array of subject matter has been gathered under the title of home economics. This implies that "home economics has drawn its circle widely" (Badir, 1981, p. 3) to include all fields which impact specifically on the family unit. Some of

the fields have developed a strong research base and highly trained professionals. Some are weak in research while others are new and developing. A home economist must rely on a breadth of knowledge from many disciplines because the problems of families do not fit neatly into narrow categories (Horn, 1981).

Kieren et al. (1984) speak of the family as an environment within which individuals interact. The areas of study within home economics related to this family environment are family relationships, human development and family resource management. The family system also interacts with its near environment outside of the family, requiring knowledge in clothing, foods, textiles, nutrition, housing and applied design. These subjects all have roots in other disciplines, but in a family context all are interrelated and combine to make up home economics.

The systems view of the family prevalent within home economics is especially applicable to international development when planning change. A short-sighted emphasis on one aspect of the family system without at least an awareness of the impact of change on the other has led to many of the negative outcomes of previous development efforts (Miller, 1983) particularly for women.

Home economics and its focus on families has made significant contributions to women in developing countries as well as to the women-in-development field through research on issues affecting women's roles and through experience with women-specific projects or women's components of larger projects (Firebaugh, 1985).

## Practice

The practice of home economics is separate from the content of the profession in that it requires "identifiable personnel and methods to transmit the knowledge or

service to others" (Kieren et al., p. 36). The transferring of home economics knowledge and skills to international settings can be done in several ways. McGrath and Johnson (1968) describe four methods which have been used effectively in the past and which continue to be used in response to emerging international opportunities.

1. Home economics educators can open their programs to more foreign specialists. Anderson and Beavers (1988, p. 143) state that "there is much to be gained through opportunities to observe and share the diversity of customs, traditions and experiences." This is also true for foreign students, making sure that the skills learned can be applied and research undertaken is useful for future work in their home countries.

2. Home economists can go abroad to help develop home economics programs in other universities. North American universities have an excellent history of establishing short and long term university links with developing universities for the purpose of establishing or strengthening home economics in foreign universities and training in such areas as curriculum development, research and extension (Dickson, 1988).

3. Home economists can be trained for international work. Many universities now include international dimensions to basic home economics courses. Some even provide opportunities for international exchanges and work experience. Murray (1986, p. 56) states that developing a global perspective "requires systematic education of members of the society to that end."

4. Home economists can promote inter-cultural exchange between other professionals in the field. The Canadian Home Economics Association (CHEA) is an example of this approach with its "Operation Twinning" which is an effort to provide input and exchange on a bilateral basis.

## The Home Economics System and Development

These three aspects of home economics, mission, content and practice, in combination make up a home economics system. When joined together they overlap and interact in such a way that when a new input comes into one and is processed it has an effect on the other two. Although three distinct entities, when combined into one they represent what people perceive as the profession of home economics. As each aspect is multi-faceted the possible combinations are unending. This perhaps partially accounts for the divergence of opinion as to the definition of the profession as each home economist must make this combination for herself.

As an example of how this system might work within an international development project, the presenting problem is weighed against the knowledge and experience of those available to be involved, as well as determining the fit with the overall mission of home economics. Or perhaps the solution to the problem is deemed to fall within the mission of home economics and the personnel who could best contribute to that solution are sought. A system is not linear and an input can enter through any one of the three aspects of the system. A project is then designed which will consciously or unconsciously be based on the personal or group construct of the home economics system.

## Evaluation of Home Economics Projects

As discussed previously, the evaluation of international development projects has been slow in coming. Also, once evaluated, the results are not generally available

to those outside of the scope of the particular project. This is true also within the home economics profession. Small descriptions of projects are often written up in home economics journals, but access to evaluative information is limited.

An evaluation of a home economics project could fill a two-fold purpose which would be beneficial to all home economists. In viewing problems as well as successful and unsuccessful solutions within a specific site, evaluation results could be applied to future project design to save time and energy and to avoid mistakes made by others when working with similar projects. This type of sharing would require courageous openness on the part of all within the profession.

In addition, an evaluation should feedback to the definition of the system as a whole. "It is important to realize that growing systems, while attempting to maintain a comfortable level of functioning have change built into them. They both organize themselves and develop greater levels of complexity to handle such internal pressures as new ideas and developmental changes" (Kieren et al., p. 31). To make explicit this process of development within the system and the factors that influence it and relating them to the entire system should be one focus of an evaluation. This would in some way contribute to the definitional challenges that face the profession as a whole and each person within the profession as they work within their own definition.

## Conclusion

Evaluation can be defined as the process of describing and valuing certain aspects of a planned intervention. Evaluation in the area of social development is challenging but especially crucial both for accountability of the vast sums required to bring about social change as well as for the possible positive and negative social impact

of intervention on individuals and society. The evaluation of international projects is a recent development in the evaluation field which presents all of the challenges of social program evaluation coupled with working in an international setting.

Development involvement is a responsiblity of all nations, both for their own needs as well as a greater global contribution. One of the areas of greatest impact of development efforts has been women and therefore families. In early efforts, the impact was mostly unintended and to a large degree negative. Recent development policies have focused specifically on projects that enhance women's social, economic and health opportunities, and thus impact directly on families. Home economists are particularly suited for a role in development as their mission, knowledge and experience are directly related to families and individuals within families. The evaluation of a home economics project could focus on both specific lessons learned that are transferrable to other sites as well as contribute to the definition of the home economics system as a whole.

# CHAPTER 3

# CONCEPTUAL FRAMEWORK

The purpose of this chapter is to describe the conceptual framework used in this evaluation. This conceptual framework includes the integration of the concepts and process of evaluation, all viewed within the context of program planning. The first section of the chapter will discuss the concept and use of models as approaches to evaluation with an overview of prominent models in the literature. Following will be a discussion of the program planning process which forms the basis for the model used in this study and the evaluation process inherent in it. At the conclusion of the discussion will be a section dealing with the application of this conceptual framework to the present evaluation.

## Evaluation Models

By definition, a model is a diagrammatic construct of the concepts and processes that describe a particular phenomena. The value of a model is not only in providing a description of the key elements of a phenomena and the relationship between them, but a model also provides a framework within which the evaluator works. Evaluation models establish assumptions and provide boundaries to the role of the evaluator (Morris & FitzGibbon, 1978).

A survey of the prominent evaluation models indicate that models are designed to function in several different ways. A model can be constructed in such a way as to provide an approach to conducting the actual evaluation with specific methodologies and processes. Stake's Responsive Evaluation (Stake, 1983) is an example of this type of

model. A model can also be used as a method of delimiting and organizing the data to be gathered according to a specific "information organizer" (Guba & Lincoln, 1983). This is the basis of model categorizations that use concepts such as objectives or decisions. As an example, an objectives-based model would only focus on data related to objective achievement and analyze the data with that focus in mind. A third use of a model represents the place and purpose of evaluation in the program system in which it operates. Stufflebeam's C.I.P.P. model is represented by a flowchart depicting evaluation's differing roles in program improvement. In describing his model, Stufflebeam (1983) asserts that CIPP is not so much intended to guide the conduct of an individual study as it is for representing a systems view of programs and the ongoing role of evaluation for fostering improvement in that system. An evaluation model may function in one or all of these ways.

There are many evaluation models in use today, allowing evaluators to assess the utility of each to the setting in which they are working. These models all have prominent advocates, explicit rationales and stated assumptions (House, 1980). The evaluator chooses a model to be used in a particular setting based on the audience for whom the results are intended, the purpose of the evaluation, the resources available to conduct the evaluation, as well as the evaluator's particular philosophical orientation toward the process. A brief discussion of several of the more prominent evaluation models follows.

A common evaluation focus is organized around the objectives or goals of a program and examines the degree of their achievement. Provus' Discrepancy Model examines the discrepancy between the stated goals and outcomes of a program. This discrepancy is the measure of program success, the goals themselves providing the criteria to measure the success. The methodology of choice is often quantifiable

achievement tests with qualitative data providing support. Tyler (House, 1983) was the pioneer of objectives-based evaluation, designing them to be used specifically in educational settings.

Decision-making evaluation models arose as an alternative to the objectives based focus of the time. Rather than exclusively determining if a program is meeting its objectives, decision-making models try to collect data needed by decision-makers as input for present or future decisions. Stufflebeam's (1983) Context, Input, Process, Product (CIPP) model is the most prominent of the decision-making approaches.

Also as a contrast to objectives-based evaluation, Scriven's Goal-Free model was a departure from conventional evaluation theory when it was proposed in 1972 (Guba & Lincoln, 1983). It is based on the concept of ignoring project goals and evaluating only effects against a profile of demonstrated needs. If the effect could be shown to be responsive to a need, the product would be useful regardless of what may or may not have been intended in the objectives.

Transactional evaluation is client-centered and focuses on the program as a whole in a given setting from a variety of perspectives. Parlett and Hamilton's Illuminative Evaluation (1976) is an example of a transactional model. Transactional evaluations are most likely accompanied by qualitative methodology to measure the worth of a program judged by those involved in it.

With regard to the use of these models, House (1980, p. 21) states that these "models themselves are idealizations of evaluation approaches. An actual evaluation is shaped by many different contingencies; thus it may take many shapes even when it begins conceptually as a particular type. A model is an ideal type, in other words."

## Program Planning and Evaluation

The most commonly used model of program planning consists of four stages: a) Assessment of a setting to determine need, b) Planning of an intervention, c) Implementation of the plan, and d) Evaluation. Diagrammatically placing evaluation at the end of this model does not necessarily separate it from the rest of the elements in the model or require that it chronologically follow the first three stages. Within this model, evaluation can fill two roles. An evaluation may be conducted to gather data to be used for program development and improvement at each stage, or at program completion to make overall judgments of program effectiveness.

Michael Scriven (1973) was credited with defining this distinction and providing the concept of formative and summative evaluations. A formative evaluation can gather and share information with planners and implementors to help a program adjust and improve in its developmental stages. The evaluator in a formative setting becomes involved with the program to assist in its conceptualization and development. A summative evaluation differs in its timing, audience, and in the evaluator's relationship to the program. It occurs after a program is functioning and is ready to be described and judged, and is focused on program impact and accountability as well as the process which brought about the impact. Rather than addressing program planners and implementors, a summative evaluation is likely to be for program decision-makers who will feed the results back into the program for improvement, and determine whether or not to continue it (Morris & FitzGibbon, 1978). Thus, while a formative evaluation can only be used for formative purposes, a summative can be used formatively if it provides input to improve an existing program or summatively if the

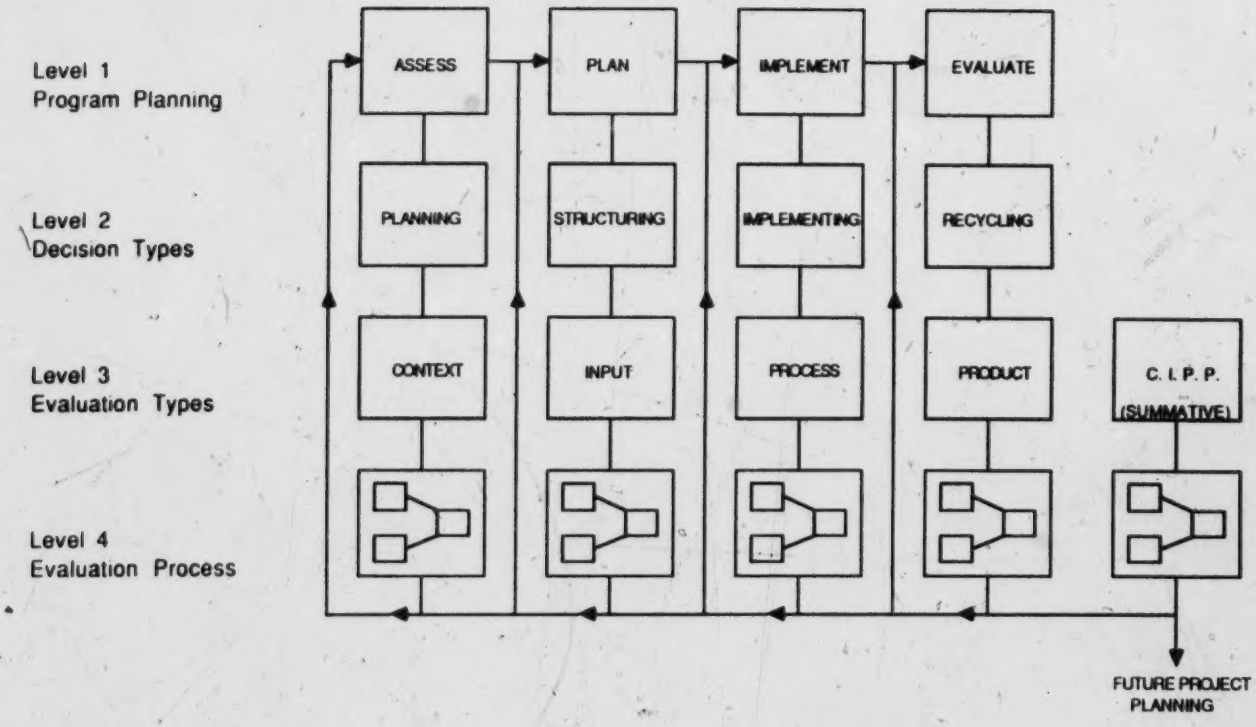
program planning is considered complete. It is also suggested that a summative evaluation is most effectively conducted with the aid of data gathered during the formative stages of a program.

## Model Selected for This Study

The model chosen for this study, developed by Daniel Stufflebeam is focused on gathering information required for decision-making and accountability within the program planning process just described. He identified four types of evaluation (context, input, process, product) that correspond with the four stages of the program planning process and linked them to four types of decisions necessary to the program system. This relationship is diagrammed in Figure 3.1 and will be described below.

The first level of the model deals with the four stages of the program planning process, assessment, planning, implementation, and evaluation. Directly related to each stage of the process is a specific decision-type required within that stage to establish the particular intentions and outcomes of the program. Planning decisions are required to select objectives and assign priorities during the assessment stage of program planning. Program strategies are determined by structuring decisions. These two types of decisions address the program's intended ends and means. Implementation decisions reflect the on-site adjustments required during the implementation stage, while recycling decisions involve choices related to the future of the project. While planning and structuring decisions address intended ends and means, implementation and recycling decisions are related to actual means and ends.

Figure 3.1. C.I.P.P. MODEL OF EVALUATION
(adapted from Stufflebeam, 1983)



Corresponding to each of the program planning stages (level 1) and decision-types (level 2), Stufflebeam has identified a particular type of evaluation needed to support the decisions made at each particular stage (level 3). Used formatively, each type of evaluation focuses on the information needs of decision makers within that stage of the process. However, a summative application of this model would have the evaluator examining each of the four types in retrospect to provide a record for accountability.

Using these categories summatively rather than formatively requires a different research focus. As an example, a context evaluation conducted formatively seeks information for guidance in choosing objectives and assigning priorities. A summative orientation of context would provide a record of the objectives and the bases of their choice. In the same manner as formative evaluation, summative results are then recycled for either present project improvement, or available to be applied to future project planning. The arrows in the model represent the focus of evaluation's role in project improvement, as results are returned to the present system, or available for application to a future system.

Pictured in the model at the fourth level is the process inherent in conducting an evaluation. Regardless of the type of evaluation (context, input, process, or product), or its formative/summative nature, an evaluator must design the implementation of the evaluation. Stufflebeam suggests that the process consists of successive stages that deal with separate aspects of an evaluation. The first stage consists of "the review of the charge" to evaluate and the organization of the components of the evaluation. The evaluator must obtain a clear picture of the setting by asking a series of questions relative to not only the evaluand but the evaluator's role

relative to it. During this stage, a general outline of the information that eventually must be obtained is assembled by the evaluator in a series of collaborations with the client and stakeholders. It is during this stage that the boundaries are set around the object being evaluated and purpose of the information that will be obtained is established, in terms of what is needed and how it will be used. This involves the sorting of different, and perhaps conflicting, purposes and the assignment of priorities. Based on this organization, the evaluator determines which type (context, input, process or product), or combination of types of evaluation would best meet client needs, as well as the specific evaluation questions needed to obtain information to answer those needs.

The second stage of the process designs the "plan for obtaining the information" as well as its actual gathering and analysis techniques. This design should be worked out by the evaluator but subject to review and modification by the client. Since this model places evaluation in five different contexts, a wide variety of methods would be necessary to successfully obtain the information from each. The plan should include a summary of the strategies that will be used to gather the data (i.e. survey, case study, observation, experiment, etc.) as well as the technical aspects of collecting, organizing and analyzing the data.

The third stage, devoted to reporting the results, should be designed to enhance utilization in terms of both timing and format. The plan for reporting should be aimed at promoting impact through whatever appropriate means are available.

The design of an evaluation involves establishing a plan and subsequently modifying that plan as the study proceeds. Stufflebeam suggests that evaluators can be faced with a dilemma in the design process. On the one hand, it is difficult to project specific long-range information needs. Plans made for data collection and analysis

prior to the commencement of a study are often found to be based on faulty assumptions and if adhered to strictly will detract from the utility of the evaluation by directing it to the wrong questions. On the other hand, an evaluator, as a credible researcher, needs to carefully plan evaluation activities to adhere to both budget and time constraints as well as standards of rigor. This dilemma faced by evaluators can be addressed by viewing evaluation design as a process, not a finished product. An evaluation should be sketched in advance, but periodically reviewed, revised and expanded. This is accomplished by ongoing communication between the evaluator and the client about the adequacy of the design.

As stated previously, evaluation models operate with certain inherent assumptions that function as "givens." These assumptions can include the evaluator's philosophy and definition of evaluation. The explication of these assumptions is necessary for understanding the model as well as choosing it to guide an evaluation. There are several assumptions about evaluation inherent in Stufflebeam's model.

1. The main purpose of evaluation is to improve programs, whether by change or termination.

2. The goal of evaluation, in fostering that improvement, is to present useful and usable information to aid in program decision-making and accountability. The selection of the evaluation purpose is based on client information needs at different stages in the programming process.

3. Evaluation is an interactive process of negotiation between the client, stakeholders and evaluator to determine, and thus meet, information needs.

4. While the four types of evaluation (context, input, process and product) each serve unique functions, they are also synergistic in their effect on the entire system.

## Application

An application of this conceptualization to the present study provided a framework upon which the evaluation was built at two levels. Focusing on the framework designed by Daniel Stufflebeam suggested concepts and boundaries for the evaluation which provided structure to the data that was collected. At a second level, the process of the evaluation followed in this study was also adapted from Daniel Stufflebeam. Throughout the evaluation process, decisions were made by the evaluator in conjunction with the stakeholders which provided boundaries for the evaluation. Decisions made relative to purpose, focus and the evaluation questions will be discussed in this section. The application of the stages dealing with data and reporting will be covered in subsequent chapters.

### Review and Organization

The evaluator gained the initial view of the Fortaleza project by reading project files and in conversation with the project director. Expectations of the evaluation and the exploration of alternatives were discussed and weighed against the available resources and initial plans were made. Because of the distance and financial limitations inherent in this evaluation, there was no opportunity to discuss stakeholder information interests as a group. Two of the three stakeholders (CIDA and the U of A) responded to correspondence requesting their input, and the evaluation questions generated from this input were approved by them.

The U of A/CIDA involvement in the Fortaleza slum redevelopment project began in 1982 with a joint agreement with the Federal University of Ceara. A formal evaluation was not included in the design of the project and the written objectives did

not facilitate an evaluation during implementation. The origins of the project will be discussed in detail and are only mentioned here to indicate that a formative evaluation was not intended as part of project implementation. Status reports were submitted periodically by both universities, but did not constitute formal evaluations. The purpose of this evaluation was to examine the project to provide accountability and recommendations for future decisions. The involvement of the U of A and CIDA was complete. Although certain formative recommendations could be made to Brazilian personnel who are continuing with project activities, the evaluation was conducted summatively based on the interests and requests of the primary stakeholders.

A summative application of Stufflebeam's CIPP model was chosen for this evaluation because of its fit with the focus chosen by the client and stakeholders, which covered concerns in all four areas. This approach required a retrospective discussion of all four types of evaluation suggested by Stufflebeam (context, input, process and product) and the evaluation questions and methodology were designed within each area.

The following chapter will discuss the application of the final two stages of the evaluation process to this study. This discussion will include a description of the decisions made relative to data gathering and analysis, as well as the reporting mechanism used.

# CHAPTER 4

# EVALUATION DESIGN

Following the review and organization stage, discussed in the previous chapter, actual decisions were made regarding the methodology to be used to carry out the chosen evaluation purpose, and provide answers to the evaluation questions. This chapter deals with the application of the methodology decisions to the actual evaluation and includes the final two stages of the evaluation process.

The first section will discuss the sample from whom the data was collected. How and when the data was gathered is covered in the next section dealing with techniques and timing. The third section discusses the limitations of the data gathering techniques used. The fourth discussion deals with the analysis of the data.

## Sample

The evaluation questions chosen as central to the interests of the client and stakeholders dealt with different aspects and issues of the Brazil project in both Fortaleza and Edmonton. These questions, selected to provide a retrospective examination of the context, input, process and product issues of the project, required information from the entire five year span of the project. The answering of these questions required input from all levels of participants who had been involved throughout. Therefore it was necessary to include a broad spectrum of individuals in the sample to provide data at all levels. These respondents were placed in categories based on type and location of involvement and the information they could provide. These

categories are listed below, divided into location. The corresponding number is the number of respondents within each category.

Figure 4.1 Evaluation Respondents by Stakeholder Group

| U of A | UFC | Favela |
|---|---|---|
| - Home Ec. students-33 | - students (bolsistas)-3 | - community-6 |
| - Home Ec. faculty-14 | - Home Ec. faculty-11 | - technical staff-3 |
| - consultants-4 + 3 | - administration-2 | |
| - administration-1 | - project coordinator-1 | |
| - project coordinator-1 | | |

Each category required different sampling techniques depending on timing, approachability and availability of respondents. The sampling methods for each category are discussed below by location.

## U of A

### Students

In order to address the question of project impact on U of A Home Economics students, it was decided to survey 100% of the fourth year students enrolled in the senior seminar course in each department in the faculty (Clothing and Textiles, Foods and Nutrition, Family Studies). Limiting the sample to fourth year students was an effort to focus on those who would have had the greatest chance of hearing of the project

due to length of time at the university when the project was in operation. Thirty-three of the sample of 52 (63%) responded to questionnaires.

Faculty

100% of the full-time Home Economics faculty in each department (Clothing and Textiles, Foods and Nutrition, Family Studies) were surveyed for project awareness. This represented a population of seventeen. Sessional instructors were excluded as the likelihood of their awareness of the project was small. Fourteen faculty (82%) completed the questionnaire.

Key Informants

Key informants were selected from among those individuals involved with the project who would be able to provide input on specific aspects of the project based on their experience with it. These key informants consisted of project consultants, university administrators and the project coordinator.

During the course of the project, four consultants were contracted to provide technical expertise on-site in Brazil relative to separate aspects of the project. Of the four, three were interviewed to determine their experiences and perceptions of the project. The fourth was not interviewed owing to her residence in Ontario. In addition to the four consultants, three Home Economics faculty members in Edmonton had provided input to the project coordinator and were also interviewed and included in this category to obtain their perceptions of the project.

The Associate Vice-President, Academic, responsible for International Affairs at the time of the project's inception, was also selected to be interviewed for the purpose of obtaining a view of the university's policy on international involvement at

that time. Including the project coordinator in the data sample provided rich data on all aspects of the evaluation.

## UFC

### Faculty

A faculty meeting was held at the time of the evaluator's arrival and all who had participated in the project at any time were invited to be interviewed with regard to their participation in it as well as their perceptions concerning it. Some had had key roles, others only peripheral ones, but all were invited to participate on an equal basis, as well as given the opportunity to decline. A sign-up schedule was circulated during the meeting and completed at that time. It was the perception of the evaluator that those who had occupied key roles were expecting to be interviewed while those who had been less involved, though unsure of how they could contribute, were curious as to the process and thus willing to participate. It should be stated that the project coordinator from Edmonton had visited Fortaleza on several occasions and established a strong rapport with the Home Economics faculty members. Her presence during the initial week of the evaluation provided an entry for the evaluator in almost every setting, with every category of respondent.

### Students

During the course of the project, many university students (bolsistas) had been involved in project activities. Efforts to include these students in the interview sample was made difficult by the fact that most of the students who had participated had subsequently graduated and left the university. As well, the school year was just

beginning at the time of data collection and current bolsistas had not been hired. An attempt was made, by an announcement placed on a student bulletin board as well as by word-of-mouth, to contact students who had been bolsistas during the previous school year. They were asked to contact the project coordinator who then discussed with them their willingness to be interviewed. It is not known how many previous bolsistas were still on campus and thus available to be included in the sample, but only three came forward and agreed to be interviewed. The project coordinator also indicated that the three who did come forward had successfully participated in the project activities as compared to many who had not fulfilled their responsibilities. Therefore, the limited sample size and the possibility of the data being biased limited its utility except in a confirmatory mode for data received from other sources.

Key Informants

As with the U of A, individuals were chosen in Fortaleza for the specific data they could provide based on their involvement in the project. UFC administrators were selected for their ability to discuss the university's present policy relative to extension work. UFC administrators in place at the time of the project's inception were not available to be interviewed as they were no longer affiliated with the university. Present administrators had only limited knowledge of the specifics of the project.

Culture and language issues precluded random sampling within the favela community itself. Community participants were selected by project personnel based on perceived willingness to be interviewed and ability to respond to the evaluator's questions. One participant was selected from each of the project areas of involvement in the favela (e.g. confeccao, pre-school). The Uruguaiana community is politically

split into three competing factions led by elected leaders from within each group. All three leaders were included in the sample to attempt to survey the feelings of the community relative to the benefit of the project's involvement in the community. Technical staff hired by the university to work at the favela were also included in the key informant sample.

## Summary

The nature of this project required the inclusion of many different groups and categories of individuals in the sample in order to adequately examine the chosen aspects of the project. Each category required different sampling techniques ranging from a 100% sample to a completely purposive selection of key informants. All decisions were made in consultation with project coordinators at both sites and based on availability of respondents and possibilities within the cultural setting in which the study was conducted.

## Data Collection

Although activities of this project took participants to various locations in both North America and within Brazil, data collection was limited to the project site in Fortaleza and with personnel in Edmonton. Collection occurred at both sites within an eight week period between February 16th and April 20th, 1988 using four distinct methods as described below.

Interviews

The primary data collection technique at both sites was in-depth structured interviews. The focus of the interviews was the assessment of the involvement of the participants and how that involvement affected project implementation and impact, as well as the participants themselves. In addition, the desire was to obtain the perception of those who saw the project in action with regards to its activities and outcomes. Appendix A contains a list of the thirty-six people who were interviewed. Interview guides were developed generally for individual respondent categories (e.g. faculty, students) and then adapted specifically for each person depending on their differing roles and participation. The general content of each interview was determined by the evaluation questions that could be answered by each person based on their involvement in the project. Each interview conducted in English was tape recorded and transcribed upon completion of the interview. Portuguese speaking respondents were interviewed through a translator with detailed notes being taken during the interview by the evaluator.

Questionnaires

A short questionnaire was administered to U of A faculty and students who had not been directly involved in the project. The questionnaire consisted of open-ended questions in two categories for those who had heard of the project and those who had not. The purpose of the questionnaire was to determine the level of the respondent's awareness of the project and if that awareness had impacted their understanding of the role of home economics in development. A final question dealing with respondent interest in involvement in international work was also included. The student questionnaire was administered during class time by the course instructor. It was

collected and returned to the evaluator at the end of the class. The faculty questionnaire was distributed through campus mail with instructions for completion. An addressed return envelop was also included with the questionnaire. A sample of both questionnaires is included in Appendix B.

On-Site Observation

The evaluator spent three weeks on site in Brazil observing program activities and facilities. Time was spent at the pre-school and confeccao facilities, as well as with project personnel at community meetings. Based on the evaluation questions, a list was prepared in advance of specific aspects of project activities to focus on during observation. This list served to focus but not limit overall observation. Perceptions and observations were recorded daily in a data journal

Document Analysis

Over the course of the five years of the U of A/UFC agreement, reports and correspondence were filed chronologically with the project coordinator in Edmonton. While most documents were in English, those in Portuguese deemed pertinent to the evaluation were translated and included with English documents. This material was coded and analyzed. It was especially valuable in providing retrospective information relative to project origins and process.

## Limitations

Inasmuch as the evaluator did not speak Portuguese, the majority of the Brazilian interviews were conducted through a translator. It was the feeling of the

evaluator that valuable information was lost in the translation process, especially relative to the feelings of the participants. In order to compensate for this loss, more people were interviewed than might have been otherwise necessary to try to make up in breadth what was lost in depth.

The presence of the evaluator made observation at the slum less than ideal. As an example, the routine of the various pre-school activities was disrupted by the evaluator's presence in the classroom. In addition, the people of the community, though quietly friendly, maintained a guarded distance. Not being able to converse in their language made it difficult to put them at ease. Some of the community perceived, incorrectly, that the evaluator had control over future funding. This resulted in sometimes glowing evaluations from those in the community most interested in soliciting future funding consideration. Interviews conducted with the UFC faculty, who had an understanding of the role of the evaluator and who seemed unaffected by the process of evaluation, provided much valuable information.

## Data Analysis

On completion of data gathering, the data to be analyzed consisted of: transcripts of interviews conducted in English, notes from Portuguese interviews conducted through a translator, U of A student and faculty questionnaires, project documents and notes from the evaluator's observations. A content analysis was carried out on all written material. The analysis of the data required that decision rules be established for application to the evaluation questions. Specific rules of quantitative measurement could not be applied to the data which was qualitative in nature and intended to provide description. However, it was necessary that some procedure be established to

determine the criteria for the judgments made and the findings reported. As the data was being coded, categories were designed and continually adjusted to adequately represent a consensus of the data. Where necessary, categories were redesigned to account for negative-case data that had been weighed in light of other evidence (i.e. observation, documents, alternate opinions).

During the data gathering process, verification checks were made on confusing data with both project coordinators to give a context perspective to the evaluator as well as to keep from spending time on peripheral data.

## CHAPTER 5

## RESULTS

At the time of the evaluator's visit to Fortaleza in February, 1988, the convenio (agreement) between the U of A and UFC had been formally in existence for five years, with informal exchanges beginning two years previous to that. Originally planned as a three year agreement, the dynamic nature of the activities caused the emergence of certain events that made it advisable, and indeed desirable, to extend the original deadline to see the project through to completion.

In order to provide an accurate evaluation, it is necessary to describe the project in terms of its beginning, its activities and processes and conclude with what exists now. This description is meant only to orient the reader to the project, and is not intended to be the main focus of the evaluation.

Following the project description will be the presentation of the evaluation findings. As previously discussed, the informational focus of this evaluation was a retrospective summative examination of the four types of evaluation suggested by Daniel Stufflebeam. This focus was used to generate the evaluation questions and organize the data collected. The evaluation findings will be presented using these same categories.

### Description of the Project/Convenio

Early in 1978, members of the north eastern chapter of the Brazilian Home Economics Association (ABED-Norte) contacted the Canadian Home Economics Association (CHEA) seeking input in finding solutions to the growing urban slum

problem in the city of Fortaleza. Since the 1960's, due to intense drought conditions in north eastern Brazil, migration from rural areas to the cities had led to adverse living conditions in large areas, characterized by a high crime rate, under- and unemployment, and abandonment of spouse and children. Home economists, professionals committed to improving the quality of life, seeing this situation, felt a need to contribute to a solution in whatever way was possible. Since these home economists were associated with the UFC, it was suggested that university expertise and resources could be used to accomplish the task.

With the aid of a Brazilian government agency (PRODASEC), the Study Center for Family Development was established by the UFC Home Economics department in the Papoco slum. Of the several slums in Fortaleza, this was of particular concern to the UFC administration because it had been established on university property. The Family Development Center was later incorporated into a larger slum redevelopment effort by the UFC with the Home Economics department maintaining control of it. Projects of the center included a day care, clothing construction courses, and foods and nutrition training. Over the course of the correspondence between these home economists and the CHEA, it became clear that the needs in Fortaleza were beyond the scope of the CHEA, but could be met by cooperation with a university, in terms of both the size of the effort and the interests of the UFC faculty in the research opportunities apparent in the project. After some exchange, the Dean of the Faculty of Home Economics at the U of A agreed to investigate the idea of cooperation.

A project development trip was made to Fortaleza in November 1981 by the Dean and the head of the U of A's department of Foods and Nutrition. During this trip objectives and activities were designed based on the perceived needs of the people in the Papoco Slum. These objectives were presented to CIDA in a grant proposal and with

some revision were ultimately funded in December 1982. The objectives of the proposal encompassed and augmented the activities of the Family Development Center.

## Objectives

What follows is the description of the project objectives as they were originally approved by CIDA. Also included is a discussion of the changes made in these objectives during the implementation process, and a description of where the project was in terms of each objective at the time of the evaluation.

### Objective #I

"To provide the members of the faculty who are involved in the slum redevelopment project with some basic training in and understanding of community development principles." It was felt that, in order to bring about the desired changes in the Papoco community, the faculty involved needed training in community development principles and a framework within which to work. The home economists at the UFC were young and enthusiastic with a vision of what needed to be done, but most had had no previous experience in extension.

During the month of February 1984, a community development specialist from the University of Guelph presented a ten day workshop to twenty-two UFC faculty members from the various departments involved in the entire project. Several Brazilian specialists were used to assist in the workshop and a Brazilian government community development specialist was contracted to provide weekly follow-up study sessions. These sessions were held for one year and included discussions of both assigned readings and problems occurring in the on-going work at the project. As

well, funds were left with which to purchase books for a small development reference library.

Objective #2

"To provide child care and child care training programs for mothers in the slum area in order to free some women for work in industry as a means of attaining income and to provide other women with a means of obtaining income through small home care programs. Incidently there will be training in child care, hygiene and nutrition." The existing Family Development Center housed a day care for children five to six years old. The aim of the convenio objective was to expand the existing program and facility to include infants and toddlers so that ultimately mothers could be free to enter the labor market to provide an income for the family. In addition to the infant and pre-school care at the center, a family day care system was to be established to provide income for other women who would provide care for children in their homes. Thus, this objective contained two sub-objectives. Underscoring both was to be training for the mothers in child care techniques, hygiene and nutrition.

The portion of the plan to be provided by U of A/CIDA included consultation on both the design of the building expansion as well as input on the program itself. In addition, it provided for a visit of Brazilian child development staff to North America to observe existing programs. Brazilian-made equipment for infant and nursery school as well as items not available in Brazil would also be provided. The actual day care facility and staff were to be provided through local initiatives.

The expansion of the existing building was planned by UFC architects in consultation with a Canadian child development and day care consultant during her first visit to Fortaleza in 1983. Due to several factors, the building was not completed

although materials were purchased and waiting on-site for construction to begin. Throughout this time the child care program has been located in the original Family Development Center building.

The day care program began with thirty children between five and six years of age. It was primarily a pre-school preparation program. The expansion to include infant care was contingent upon an improved program as well as the improvement in facilities which the planned expansion would have brought. The delay in one caused the delay in the other.

In June 1984, two child development professors from UFC made the planned trip to Canada, visiting Toronto, Guelph, Edmonton, and Vancouver. Time was spent visiting family and group day care programs, in discussion with U of A Family Studies faculty members regarding cooperative research projects, and in library research. It was after this trip to Canada, during discussions with local project committee members as well as UFC administrators, that the plan to include infant care in the expansion of the existing program was modified. The decision was based on "an absolute lack of conditions" (faculty member) to run an adequate infant care program.

It was at this point that a major focus change occurred in the original day care objective. If the infants could not be accommodated, then mothers would still not be able to leave their homes to find employment, the major rationale for the objective. Although the intention had always been to provide good day care, quality now became the major focus.

The project directors and day care consultant viewed the day care as an extension of home, the desire being to focus on the physical, intellectual and emotional development of the children. The plans were made to include training in nutrition and hygiene for the children and the mothers as well. The care givers and the community,

on the other hand, saw the day care primarily as a place to prepare the children for school. This dichotomy of focus continues to exist but became less pronounced as the project personnel began to include parents in the development process and impress upon them the value of the day care activities in the growth of their children.

The day care grew to include ninety children divided into two groups. One group of thirty was housed in the equipped day care room of the center with caregivers provided by the City of Fortaleza. Five mothers took turns preparing meals for the children receiving payment through the UFC from a Brazilian government agency. The second group of sixty were housed in a large meeting room with no equipment and two caregivers paid by a government agency. In April 1986 this agency (Fundacao Educar) changed its policy to require that all caregivers become university employees.

By July 1986, the university had evolved in its philosophy of extension to the point of stating that the community must take responsibility for the day care. It withdrew its funding and required volunteers to take over the cooking and cleaning of the facility. The immediate effect was the cessation of all day care activities because mothers were not free to take on the volunteer activity. The purpose of the program had been completely defeated. This change caused a major alteration on the part of the project staff and the community and ultimately caused the reorganization of the entire project.

At the time of the evaluator's visit, the day care program consisted of approximately ninety children in three groups divided by age (Maternelle: 3-4 yr olds; Jardim: 5 yr olds; Alphabetizacao: 6 yr olds). Two of the groups had trained teachers provided by the City of Fortaleza. The third group was taught by a woman from the community who worked with no training, no resources, and little help, but who had a commitment to the children of the community. The program received

minimal food supplements from various government sources (INAN, LBA, FEBEM-CE). The major change in focus is most clearly seen in the fact that those involved in the program have ceased referring to it as a day care. In form and function it is a pre-school.

The Canadian day care consultant visited Fortaleza three times during the project's duration providing training for the day care workers and direct input in the program itself. CIDA money was spent on books and instructional materials, as well as toys and playground equipment.

Running parallel to the group program was the family day care program. This program was planned and funded by a local state government agency (FEBEM-CE) with the UFC providing student workers who were to receive training. The basic premise was that a mother would care for other children in her home on a daily basis and receive funds and food supplements from FEBEM-CE. The mothers were to meet weekly with the student workers who were to disburse the funds and train the mothers in child care techniques as well as hygiene and nutrition.

The original objective of the convenio included plans and funding for consultation to discuss the feasibility and outline of this program. However it was begun by local initiative prior to the consultant's first visit. It operated from the beginning with little input from the U of A, following directions and procedures established by FEBEM-CE as well as the desires of the community itself.

Objective #3

"To provide training for the women freed from child care responsibilities so that they have a skill to market." The method chosen to bring about this objective was the development of a small industrial clothing cooperative (confeccao). Convenio funds

would provide industrial sewing machines as well as training for the UFC staff involved. The confeccao was to be housed in space that already existed within the FDC. As it was conceptualized, the confeccao would be a cooperative, providing training for the women and enough profit from selling the articles produced to provide revenue to make the center self-sustaining. In addition the confeccao would provide a setting for training home economics students in industrial sewing as well as experience in extension as they became involved with the women of the community.

It was determined very early in the convenio that this one, of all the objectives, lacked the local expertise needed to make it successful. As it was also in this objective that the largest cash outlay was to be made, it was decided to proceed slowly, establishing a firm base of training and understanding for those involved. As examples of the preparation, research in local markets and methods was conducted by UFC faculty. From this research it was decided that management opportunities in industry were available to graduates of the home economics program, as well as employment for women in industry, or in the development of their own businesses. In view of local needs, training in standardization and quality control was determined to be especially valuable. Local government agencies (CEAG, SENAI) were contracted over the course of the project to provide training for faculty as well as the community women in all aspects of clothing manufacture. An economic feasibility study was carried out by the UFC Department of Economics which concluded that the confeccao plans were economically viable. In addition, the faculty member most involved with the confeccao was brought to Canada to visit cottage-type industries and to discuss the organization and development of the project with professionals in the area. All this was done in an attempt to ensure that the foundation for success was in place. In addition, groups of community women were meeting together regularly to discuss the future activities of

the confeccao in order to establish a core group that would be in place to begin training when it was ready to begin.

A Clothing and Textiles specialist from the U of A traveled to Fortaleza in April 1985 to work with project personnel. While there, she and local project staff developed the short and long term plans for the confeccao which were to include preparation of the community and the facility. She also arranged for the courses in sewing and business management that would be taken by the staff and community women and placed the order for the purchase of the sewing machines.

The same change in UFC philosophy referred to previously with regard to the pre-school was felt in the confeccao. The university felt that the cooperative nature of the confeccao would lead the women working there to believe they were employees of the university and could thus demand employee benefits. Although the equipment had been purchased, the opening was delayed until the objective was re-written to emphasize the "training" aspect of the confeccao. In December 1986 the official opening was held and the training began soon after. At the time of the evaluator's visit in February 1988, four women from the community had completed the training course, which had not only included the use of the industrial equipment, but all aspects of industrial clothing manufacturing. Two of these women had established their own businesses. The community had gathered women interested in beginning the training again in March 1988.

With regard to the cooperative aspect of the confeccao, the present university administration's position is unknown. Due to the fact that there has been a change in president since the original decision was made to limit the confeccao to provide training only, the UFC faculty and the project administrators were preparing to resubmit the original proposal for a cooperative.

In addition to the training provided to the community, an industrial sewing course was to be added to the home economics curriculum that would be taught to students using the machines at the project site.

Staff Development

Although not stated specifically in the three objectives of the convenio, one of the unstated goals of, and reasons for, the university link was a plan for faculty development. There is no graduate level training in home economics available in Brazil. Therefore present faculty members are functioning with bachelors degrees or graduate degrees in non-home economics fields. It was hoped that bringing them into contact with home economics professionals from outside of Brazil, in the context of a joint development project, would provide them with new resources.

This objective was pursued in several ways. The goal of staff development was included in the visits of each of the Canadian consultants. At the time of the community development workshop, time was spent with the UFC curriculum coordinator discussing the need to bring offered courses in line with the objectives of the Home Economics department. A three day workshop on the process of curriculum design was conducted in December 1986 by the project director. The process of implementing the curriculum changes discussed at that time was gradual as both human and physical resources are limited. An industrial sewing course was planned using the confeccao sewing machines and made possible because of the increased faculty training. A community development course was being added to give students theoretical as well as practical training in the process dimensions of home economics practice.

Perhaps the most direct attempt at staff development was made in the area of research. Although aware from the beginning of the research potential inherent in

their work in the favela, no specific plans for research were made until the 1984 visit of the Brazilian faculty to Canada. Time was spent in library research and in discussions with faculty from the U of A Department of Family Studies. In April 1986, a research consultant was sent to develop a research team and assist the UFC staff in creating a research proposal related to the project for possible funding by the International Development Research Center (IDRC). The proposal was developed and submitted in April 1986. Although it was not accepted for funding, valuable experience was gained in the process and techniques of developing a research proposal.

Those members of the faculty who received their graduate training in the U.S. and had research experience were pursuing their own research interests. There was no formal research training program in place to assist those with less training and experience.

There were plans for staff development running though all of the convenio objectives and the evidence of that development will be discussed in the Objective Achievement/Impacts section. Only in the areas of curriculum and research were the efforts exclusively focused on staff development.

## Evaluation Findings

### Intentions (Context)

#### Rationale for Participant Involvement

One aspect of a university's philosophy is the desire to extend outward into the community and to offer assistance as an educational resource. As described previously, the growing slum situation in Fortaleza was difficult to ignore, especially, as in the

case of the Papoco community, when located on UFC property. "We looked at the slum people and took pity on them, felt sorry for them, and thought we could help..." (faculty member). Much of the initial correspondence between the two home economics associations and ultimately between the two universities referred to the need to seek a solution and "contribute to the development of programs which will improve the conditions of the urban slums in Fortaleza" (Project Development Grant Report, 1981).

It was and is this same philosophy that causes universities in developed countries to get involved. The U of A is Canada's second largest university and feels the responsibility, as such, to be involved internationally, particularly with projects that grow from current activities. "To take the altruistic side, there are things this university can offer, because of specialized people..." (faculty member)

Both universities stressed, however, that the desire to help does not put them in the position of an aid agency. Their role is primarily educational. In addition to whatever change can be brought about by an intervention, the benefit to a university of development involvement should be observable. Not necessarily in global terms, but in providing experiences and opportunities for faculty and students.

In other words, both universities became involved in the Papoco slum redevelopment project from a desire to be of assistance. The UFC wanted to assist with an immediate, serious problem, with the inherent value of opportunities for faculty development. Along with helping with the situation in the favela, the U of A desired to assist with UFC staff development. The benefit to the U of A would be in providing international experience and possible research opportunities for faculty and students.

The bilateral nature of the agreement was felt keenly in the planning stages. An effort was made to seek "real cooperation, the one in which there exists sharing of

resources and ideas between persons and institutions, even when one of them still belongs to the Third World. I think this attitude is a crucial point for the development of an enduring and profitable relationship" (faculty member).

The rationale for involvement, gathered in retrospect from interviews with the original participants as well as taken from project documents, are represented diagrammatically in Figure 5.1 and considered to be consistent with the philosophies of both universities

Objectives

In order to examine the objectives of the convenio it needs to be kept in mind that the UFC had been involved in a larger project in the Papoco slum for two years previous to the entrance of the U of A. The UFC Home Economics department was directing the work in the Family Development Center and sought international assistance in expanding ideas and present activities. Thus, in order to evaluate the objectives of the convenio it was necessary to examine the beginnings of the project itself.

Figure 5.1. Rationale for Involvement

| AREA OF IMPACT | PARTICIPANTS: UFC | PARTICIPANTS: U of A |
|---|---|---|
| Favela | - provide assistance | - provide assistance |
| UFC | - staff/student development | - staff/student development |
| U of A | - staff/student development | - staff/student development |

The objectives and activities of the project as a whole emerged from the desires of the UFC to help the people of the Papoco community, particularly the women and children, experience greater quality of life. Initiated by the president of the university, a group of professors from several university departments met together and determined, based on their perceptions, the needs of the people in the community. In retrospect, it was described by one of the participants as a very paternalistic "up to

down" approach. It was initiated by well intentioned people who had not had vast experience in, or knowledge of, community development processes.

Without exception, those interviewed with regard to the beginning of the project expressed regret that it had begun without a thorough understanding of development principles. The needs and desires of the people in the community were not assessed prior to the project's formulation, and the community itself was not involved in the process. The assessment made by the community development consultant, after her visit to Fortaleza in February 1984, was that there was evidence of "strong grass roots informal organizations" in the slum, suggesting that with proper faculty training and understanding, the community could have been included in the process from the beginning.

When the Dean of Home Economics arrived in 1981 to assist in the convenio formation, she was presented with the existing Family Development Center activities and the direction project staff wished to take them. Her role in planning convenio objectives was that of narrowing and refining. Based on her observations of Fortaleza, she determined that the overall logic was sound, but felt concern that the community had not been involved in the objective planning process. Seeing the need for faculty training in development, the community development workshop was included as one of the objectives.

Figure 5.2, with the favela indicated as the third participant in the development process, represents a more developmentally sound version of Figure 5.1. Ultimately, the community "elbowed" its way into that position, but had it been included from the beginning, the project may have developed differently, and more quickly than it did.

Figure 5.2. Revised Rationale for Involvement

| AREA OF IMPACT | PARTICIPANTS: Favela | UFC | U of A |
|---|---|---|---|
| Favela | - help themselves | - provide assistance | - provide assistance |
| UFC | - staff/student development | - staff/student development | - staff/student development |
| U of A | - staff/student development | - staff/student development | - staff/student development |

## Methods (Input)

### Consistency Between Methodology and Rationale

One of the goals of program planning is to ensure that the methods chosen to implement the objectives connect logically to the rationale for the involvement of the participants. Figure 5.3 shows the rationale for the involvement of the universities, as discussed in the previous section, listed with the objectives of the convenio. Each of the convenio's activities, whether original or emergent, was then placed within the grid.

Figure 5.3. Rationale for Involvement and Objectives

| OBJECTIVES \ RATIONALE FOR INVOLVEMENT | Develop Favela | Develop UFC | Develop U of A |
|---|---|---|---|
| Pre-school | - purchase of equipment<br>- consult on building<br>- consultant's visit | - UFC faculty visit to Canada and Vicosa<br>- consultant's visit | - consultant's visit<br>- UFC faculty visit to Canada |
| Confeccao | - purchase of machines<br>- CEAG courses<br>- economic proposal | - UFC faculty visit to Canada<br>- SENAI, CEAG courses<br>- purchase of machines<br>- consultant's visit | - consultant's visit<br>- UFC faculty visit to Canada |
| Development Workshop | | - consultant's workshop<br>- development books for library<br>- follow-up classes | |
| Staff Development | | - curriculum development workshop<br>- development of research proposal | - consultant's visit |

It is safe to assume that objectives and activities planned during the initiation of a project will fairly closely represent the interests of those involved. However, in a dynamic program such as this one, the loss of the original focus in expediency or change in direction was possible. That this did not happen is a tribute to the original project directors who remained throughout the five years. They were able to maintain the goal of assisting in the favela and developing both universities within the framework of the original objectives.

With the exception of the planned experiences for the four consultants, two of whom were not U of A faculty, no specific plans were made to address the desired development of U of A personnel with respect to international development awareness and training. Objectives and activities were focused on the project itself and benefits to U of A personnel were left to accrue indirectly.

In summary the objectives and activities of the convenio fit well within the original interests of all parties. However, more specific activities could have been planned to bring about the desired benefits to all involved, particularly those relative to reciprocal learning on the part of U of A faculty and students.

Consistency of Methodology with Brazilian Government and UFC Development Plans

Since universities do not normally provide funding for international or within-country development projects, it becomes necessary that whatever is planned be in line with the development plans of an outside funding agency, in this case both those of the Canadian and Brazilian governments. The Canadian government's interest was in funding programs with long term educational and training benefits. The money provided in the CIDA grant was for training of personnel and for equipment needed to train women for long term employment opportunities.

It was stated in a report to CIDA following the project development trip in 1981 that, "the existing Papoco slum project is practical evidence of the government's and university's policy with respect to development. The areas which were identified as needing assistance also came within what these observers interpret as being government priority." This evaluation was made at the time in the project's development when the Brazilian government was infusing large sums into slum redevelopment. The goals of the project matched the government's interest in

elementary education, community action, and professional training of low income people. Within two years of the beginning of the project (1983) however, PRODASEC, the Brazilian government agency formed to meet these needs, was disbanded and project coordinators had to pare down goals and objectives and identify new funding sources. In the beginning (1981) it seemed that the Brazilian government was committed in its focus. In retrospect, however, the instability of Brazilian government policies may have limited the potential success of any long range development plans that were made.

In terms of UFC development plans, this project represented one of UFC's initial urban extension efforts. They had been involved previous to this project in rural and agricultural extension. With the mass migration to the cities, they had at that time only begun to address themselves to the new reality of an urban Brazilian society. The UFC administrators expressed the feeling that most UFC graduates would likely work at some time in low income urban communities and they recognized the university's role in training faculty and students for that work.

In summary, the convenio objectives and activities were felt to be consistent with Canadian government development aid requirements, the UFC's focus on urban development, as well as the Brazilian government's plan for slum redevelopment in 1981. That it was not ultimately the case is more a product of the Brazilian government's unfulfilled development objectives than a failure in project planning.

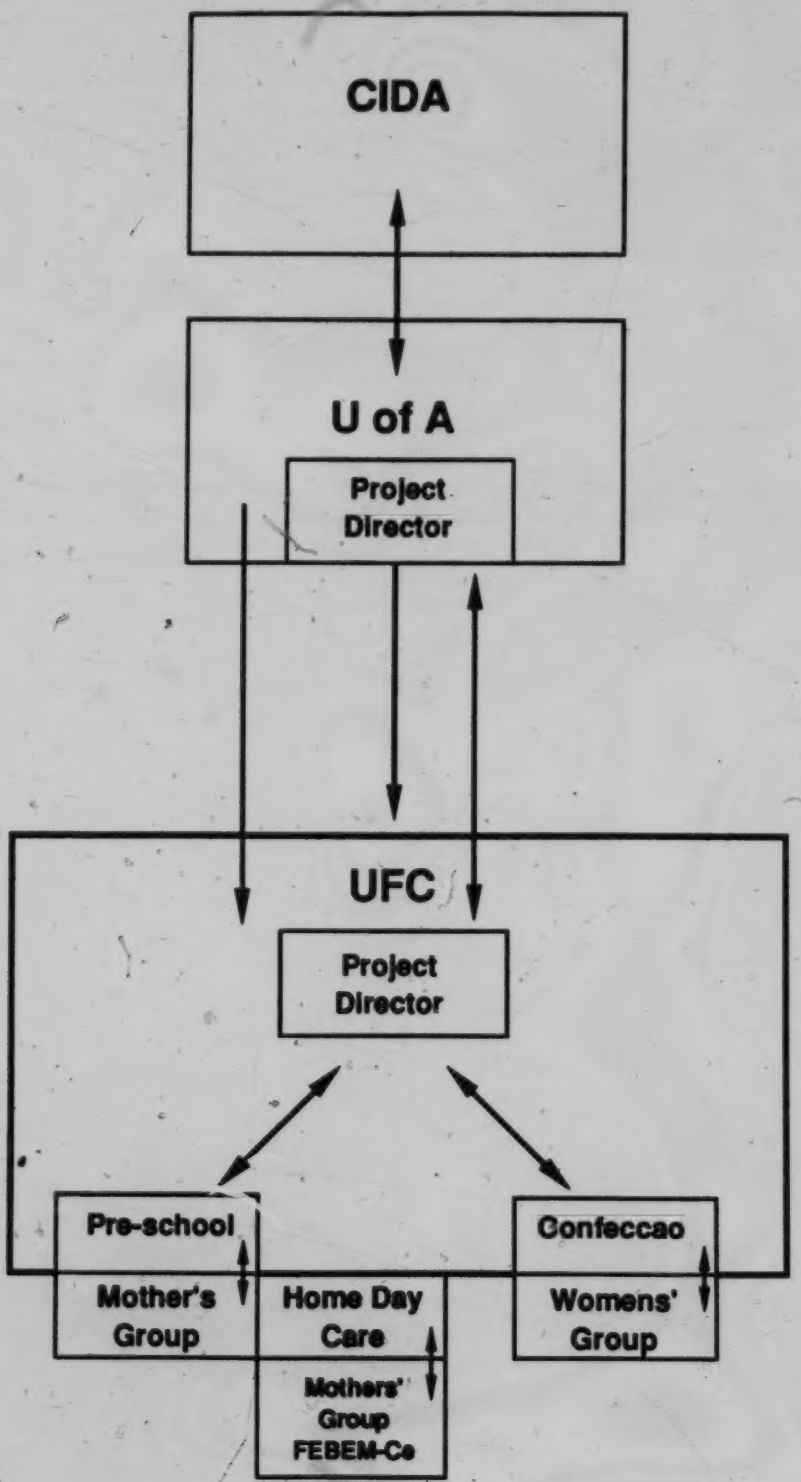
## Implementation (Process)

The areas covered in the following section deal with the factors that affected the implementation of the convenio objectives. The factors that will be covered are: the decision-making and communication structure, how project participants fulfilled their roles, as well as other factors, outside of the control of project personnel that hindered, or aided, implementation of the project as planned.

### Decision-Making and Communication

Figure 5.4 represents a description of the decision-making structure that functioned within the convenio. This structure developed gradually as the convenio developed, the evolution being based on need and changing circumstance. The formal agreement between CIDA/UFC/U of A named the project directors in Canada and Brazil, however positions within the project itself and the nature of the decision-making process were not formally delineated in advance.

Figure 5.4 Decision-Making/Communication Structure



Although there was no formal organizational structure in place at the outset, the informal structure which developed was effective, not only in carrying forward the daily activities of the project, but in eventually requiring the people of the community to become involved and making them responsible for what occurred. Each aspect of the project (i.e. confeccao, pre-school) had a faculty advisor and a group of community participants who worked together in making decisions. Community members who were interviewed indicated satisfaction with their involvement in the decision-making and with the fact that decisions were not simply imposed on them.

Figure 5.4 represents the process of decision-making but does not as easily describe the nature or level of decisions that flowed along those lines. There was not a consensus of opinion as to the criteria governing the decisions and how they were to be made, either globally or on a local scale. There was an awareness that major financial and policy decisions were to include the Canadian project director, preferably before the fact. This seems to have been adhered to particularly in terms of finances, as the money was disbursed by her. As well, she approved any alterations in budget allocations.

Program and policy decisions were most often made locally by the groups involved without Canadian input. For example, the faculty member involved in the confeccao, along with the women in the confeccao group, determined confeccao activities, working within UFC policy and convenio objectives. However, decisions involving expenditures for confeccao purposes were made with the Brazilian project director and included the Canadian project director only if the expenditure was different than the original budgeted amount or required a transfer.

Both directors expressed the feeling that the decision making procedures had functioned well and had no major concerns with them. It was felt that the faculty in

Brazil had the skills and abilities sufficient to the task and only needed occasional guidance, not detailed instructions.

Another aspect of the organizational structure represented in Figure 5.4 was the nature and frequency of the communication that occurred within it. Communication between the project directors was on an "as-needed" and often "as-able" basis. All who were involved in the project were working voluntarily in addition to their full-time professional assignments. Time needed for communication with Canada was in addition to daily project management and was often not taken.

It is suggested that some of the problems that occurred in the convenio could have been, if not avoided, at least handled more efficiently had they been communicated before reaching crisis proportions. On occasion, problem situations were not reported for some months after their occurrence. Consultants, upon visiting Fortaleza, often found conditions different than what was thought to be the case in Canada.

The question of what would have constituted adequate communication is philosophical in nature based on project objectives. If CIDA and the U of A were providing money and consultation visits on selected projects, then the level of communication that existed would have been adequate to fulfill the expectations of both parties. If, however, as stated in the project proposal, the U of A would jointly supervise the convenio with the UFC, it is suggested that more frequent contact was needed to effectively fill that role.

Regular written communication would also have provided a "document trail" of the project's decisions and processes. Many past decisions had to be brought to mind during the evaluation to explain events and changes and some could only be vaguely remembered. Regular reports would have facilitated the evaluation process and provided accountability.

Personnel

For ease in description and evaluation, the participants in the convenio were categorized by type of involvement.

UFC Faculty. During the five year span of the convenio, many UFC faculty had short-term involvement in project activities. There was no pressure placed on the faculty to be involved in the work at the favela, and only those most committed to the project remained. Three Home Economics faculty members had been involved from the convenio's inception and formed a stable nucleus which did much to provide continuity of action and philosophy for the project and people in the community.

The work at the favela was strenuous and not as immediately professionally rewarding as research, meaning that there were few faculty members willing to be involved. This left some people overworked as there was too much work and too few people, and some work undone as there were no resources to hire help.

The members of the community who were interviewed expressed praise as well as liking for the UFC faculty who worked with them. They did not agree with some of the UFC policies that affected them (i.e. limiting the confeccao to a training facility), but were able to separate this dissatisfaction from the individuals they worked with. Likewise, all four Canadian consultants expressed praise for the professional enthusiasm and commitment of the UFC personnel.

There are no graduate programs in home economics available in Brazil. Therefore the UFC faculty who have received graduate training did so in the U.S. or in fields other than home economics. In most cases, the faculty are trained only to a bachelor's level. All three situations present problems to a department struggling to

establish itself, especially in terms of professional recognition. To receive training in the U.S. is costly and out of reach for most in Brazil. Also, to bring the current faculty to a level of fluency in English sufficient for graduate level study is a time consuming process most are not able to commit to. There is the further challenge of translating North American skills into techniques appropriate for another culture. To pursue education in a separate field limits the applicability of the information received and skills learned in a home economics context. To remain at a bachelor's level limits what they have to offer to both the students and the university. "There is a great need to bring current staff up to the PhD level and to have research programs in place if graduate level training is to develop....The development of research projects and research support is also of crucial concern" (Interim evaluation, 1986).

Consultants. "I think the consultants that we hired, without exception, did a very fine job" (project director). The four consultants hired provided on-site training and expertise in each of the convenio objectives. With the exception of the day care consultant who made three trips, each visited Fortaleza once. The two project directors gave unqualified praise for the work they had done. Among the personnel interviewed in Brazil, the feeling was expressed that not only had the consultants completed their tasks but each displayed a personal interest in seeing the slum develop. Each consultant's visit was planned with specific objectives in advance and on returning, a detailed report was submitted with results and recommendations. Much of the real change that occurred in the project can be traced to the input of the consultants who visited (e.g. community development workshop, the work with the pre-school).

Students. Each year a certain number of students were hired by the university extension office to work with the faculty at the favela. The purpose was to provide a practical learning experience for the students, as well as assistance for the faculty with the work at the favela. These students (bolsistas) received minimal payment from the UFC for which they were expected to spend twelve hours per week working in their assigned area.

This program was not a success due to low involvement by the students. The favela is located five kilometers from the university with poor bus service making it difficult to get there. Student performance was not in any way connected to either grades or the money they were paid, which did not cover the bus fare to the favela. There was therefore little outward incentive to carry through. Under this system, "the only way a student is going to be interested in continuing is if there is another kind of pay off coming from it... some skill and knowledge that they are picking up that they can use at some later date" (faculty member). The three bolsistas interviewed during the evaluation had, to a larger degree than most, fulfilled their responsibilities to the favela. They expressed positive feelings regarding the skills and knowledge they had gained in working with the community, plus a desire to continue to work in extension when they completed school.

## Political

Until 1984, Brazil was governed by a military dictatorship whose aim had been to free the country of its international debt. This left little to invest in improving the lives of the people. The consensus of the Brazilians interviewed was that, although the people of Brazil have more personal freedom under the current elected government,

governmental policies have not changed substantially from the military regime. Money is scarce for long term development projects which make it difficult to maintain any secure source of funds to finance project activities. No less than eight government agencies were involved in the project's five years many being formed and dismantled in short periods of time based on shifting government policies. This made it necessary for project staff to be constantly seeking funds to continue.

The Brazilian government maintains strict financial and policy control over its federal universities. University education is not considered a high priority by the government and federal institutions receive subsistence level funding. This has led to high faculty and staff dissatisfaction. There were three strikes during the convenio's five year span, each removing university personnel from work at the university and the favela for various periods of time. The impact of strikes and dissatisfaction on the work at the favela in particular was not addressed specifically in the evaluation and is mentioned only for its suggested impact.

The change in UFC administration profoundly affected the project. It was enthusiastically conceived during the tenure of a president who had experience in extension and a deep interest in the social problems of the Brazilian people. He was replaced in 1982 by a president who had less interest in extension. This resulted in a reduction of project funding and release time for the faculty to be involved in extension. It was during this time that the university discontinued its support for several convenio activities, which so greatly impacted project organization. As previously discussed, several program and focus shifts occurred as a result of this change in philosophy which ultimately accrued to the benefit of the community. The current president had not made known his philosophy of extension with regard to this

project. The faculty in the department were attempting to ascertain his views and thus what support they would receive.

Language/Culture

One of the main factors that impeded the establishment of an effective bilateral university link was the limited facility by each participant in the other's language (English and Portuguese). With the exception of the community development consultant, the Canadian consultants did not speak Portuguese. The project director was the only Brazilian involved with the project who was fluent in English. Working through translators was barely satisfactory and very time consuming. Over the course of the convenio, much material was sent to Fortaleza to be used, particularly in the pre-school. Translation was costly and time consuming, as a result of which much of the material remained inaccessible and unused. With regard to UFC staff, unless time is invested in learning English or other languages in greater use, professional development opportunities are limited to those available in Portuguese speaking countries.

Differences in cultural expectations of bureaucracy and efficiency that exist in all development projects, in terms of time and resource availability, occurred in this project as well. While this difference was a learning experience for many involved, it did not seem to directly impact on the outcome of the project.

Social class differences in Brazil led to challenges in working in a low income community. Although this was mostly eliminated over time with training and experience, there was still some evidence of a paternalistic approach on the part of the Brazilian personnel. In addition, the feeling was expressed by some of the consultants that there was an effort to shield them from the realities of the favela during their

visits, which to some degree impeded their effort at hands-on involvement with the people.

Physical Resources

The UFC is resource poor in many areas needed to efficiently participate in a development project. For example, minimal office equipment, limited secretarial time, no computers and inadequate library facilities makes every effort much more difficult and thus requiring more time than is available to give to it.

Lack of funds directly affected project efficiency. Playground equipment supplied by the convenio was broken and unused because of the cost of repairs. Much of the resource material supplied to the faculty by the U of A remained in boxes because there were no shelves in the present home economics facility to display it. One of the three pre-school teachers remained without student material because there was no place to store it securely and rather than have it stolen they preferred to wait until the new pre-school building was completed to provide her with any materials. A report submitted to the UFC Department of Extension by the Brazilian staff cited the lack of ability to obtain material for use in the confeccao as affecting both the ability to teach the concepts and maintain the interest of the women of the community. CIDA funds were not intended to sustain the project's continuing activities and searching for secure sources of income will constantly challenge to energies of those involved and jeopardize the life of the project.

Time

The lack of time was a major factor impacting the implementation of the convenio. Project personnel, both Canadian and Brazilian, were involved in this

project in addition to other full-time responsibilities. The twelve hours per week allowed the Brazilian faculty for involvement in extension was insufficient to adequately supervise and direct the activities of the project. During much of the convenio the Canadian project director was functioning as Dean of the Faculty of Home Economics as well as fulfilling other professional responsibilities. In addition, she had to "borrow" time from consultants who were only able to contribute extra time as it came available in their own professional schedules. This limited the actual time available to spend on the project as well as the emotional commitment to it.

Throughout the course of the interviews, it became apparent that several specific areas were impacted by the lack of adequate time to devote to project activities. In addition to communication, discussed previously, one aspect requiring more time was supervision. Local project personnel were not able to supervise and direct the work of others in the convenio due to the time required for their own work at the favela. The delegation of routine work to project staff or community members could have freed the directors to adequately supervise project activities. Time spent in supervision of student work may have provided a greater level of student participation and a more valuable experience overall.

The feeling was expressed during several interviews that the exchange of bibliographies, material lists and articles would have contributed greatly to staff development and been a valuable resource, but the gathering of such material required time that none were able to invest.

## Objective Achievement/Impacts (Product)

### Extent of Objective Achievement

The purpose of this section is to provide an overall look at the objectives to determine, in summary form, the degree of their completion. Whereas the previous detailed description provided a discussion of the progress of each objective, what follows is an evaluative discussion of what existed at the time of the convenio's completion compared with what was intended, and the likelihood of the ultimate achievement of the original objectives.

Community Development Workshop. In February 1984, a community development workshop was conducted which provided training and understanding in development principles to UFC faculty involved with the project as well as feedback and direction on project activities provided during the weekly follow-up sessions. Its one time nature made the completion of the workshop the completion of the objective.

Day Care. The original objective of establishing a day care to include infants and pre-school children for the intent of providing mothers the freedom to seek employment did not occur. Due to lack of resources the establishment of a pre-school for a more limited age group became the focus of the objective. This has been accomplished and the pre-school is currently functioning at a level that is satisfactory to the community as well as the UFC faculty involved with it.

In addition to the pre-school, the family day care has operated within the expectations of the faculty and community but has not reached the intended level of the original objective. The funding and personnel for the family day care was provided largely by the Brazilian government, and to have expected the convenio objectives to have had a major input was perhaps unrealistic. In retrospect, it may have been most

beneficial to withdraw from this aspect of the objective when the government (FEBEM-Ce) assumed management of it and to focus complete attention on the pre-school.

A major concern for the future of the pre-school is the construction of the new home economics building on the UFC campus. This facility will include a model day care program for infants and pre-school children which will require the focus and energy of the staff currently involved in the favela pre-school. A concerted effort will be required to ensure the favela pre-school continues to receive the attention it requires.

Confeccao. The establishment of the confeccao took longer than anticipated, due to both the desire to lay the proper foundation, and the policy change by the UFC. It has not been functioning as a cooperative, as was intended, but as a training center. If it is to continue as a training center, with further funding, it would still be fulfilling the intent of the original objective. It is hoped, however, that the UFC administration will lift its objection to the cooperative concept, thereby freeing project staff from the constant search for operating funds and allowing the women of the community to provide themselves with an income and thus receive the maximum benefit from the equipment that has been provided.

## Impacts

Referring to Figure 5.1, the primary rationale for the involvement of the participants was to assist in the development of the favela, plus provide experience and developmental opportunities for involved staff and students from both universities. In assessing the impacts of the convenio, it seemed most valuable to examine them in

terms of that rationale. The following discussion deals with the impacts of the convenio on the favela, as well as the UFC and U of A in terms of staff and student development.

Favela. Although many of the most profound impacts of the convenio on the favela will continue to develop over time, in the space of five years some obvious positive changes occurred. These changes can be discussed in terms of equipment provided as well as personal and community changes.

As a result of CIDA funds, UFC obtained for use in the favela, industrial sewing machines for confeccao training, as well as pre-school equipment and toys. The people in the community recognized the benefit of this equipment, and were anxious to be able to use it, particularly in the case of the sewing machines. As much as is possible given the facilities and climate, the equipment is being kept securely and in good condition by project personnel and members of the community.

Perhaps the greatest impact was in the lives of the people of the community. Although one of the theoretical aims of development is to awaken in the people a view of their own responsibility, amazement was expressed repeatedly during interviews at the change in the people, and particularly in the women. When the project began, the women were passive and uninvolved. "In our meetings two or three years ago, they wouldn't say a word. Sometimes we would have to tease them, 'Do you have a tongue?' They were afraid, they were not confident, and would not say a word. In this respect I feel that there has been a lot of progress, because many of them talk, many of them give suggestions, give ideas, many of them don't agree with everything we say" (faculty member). The women who were interviewed expressed enjoyment of the weekly meetings because attending them gave them a chance to be involved in the community. During the women's weekly meetings, part of the time was spent discussing their personal problems and in helping them seek solutions. The faculty indicated that prior

to this practice, the women were not aware that their problems had solutions and that in discussing them, they could find help.

Along with personal empowerment came the organization of the community. "Nobody in their wildest imagination ever dreamed that the community was going to make the turn around it did" (project director). Over the years of the project, the community organized itself into three groups with three leaders elected by the people, each active in seeking aid and solutions for the problems in Uruguaiana. As these three leaders compete for the popular support of the community, this civic concern was not purely altruistic. However, they do recognize the needs of their community and are learning the process of finding solutions.

How much of this personal and community change can be traced directly to the efforts of the convenio cannot specifically be measured. It is important to remember that the convenio objectives were only a portion of a larger UFC development effort. Although easily differentiated on paper, in the minds of the community there was no clear distinction as to what benefit came from what source.

If it is possible to pick out one activity that at least played a role in the change in the people, it would be the community development workshop. The training the faculty received led to the realization of the need to involve the community. The feeling was expressed that the women learned to participate more and the faculty learned that it was important that they do so. "Before the workshop the committee was comprised only of the professors. After the workshop the community people began to be part of the committee. They started to have a voice and really talk about the problems and the solution" (faculty member). As a result of the training and the ensuing process of development, the community participants were divided into involvement groups (i.e. confeccao group, vegetable garden group, laundry group, etc.). Each group held

regular meetings and one of their members was elected to represent their group concerns to a general community committee. This reorganization developed as a result of new awareness on the part of the faculty and community that began with the workshop.

The mothers with children in the convenio pre-school received important child care training by direct teaching and modelling. The feeling was expressed by project staff that previous to this experience, the mothers were not aware of the need to be involved in the development of their children. They began to learn by observing at the pre-school as well as discussions during mothers' meetings that they could developmentally impact their childrens' lives. With the exception of the home day care training which did not come about, there were no specific plans to directly train the mothers. It was perhaps the incidental nature of the training that did occur that made it successful.

The women who completed the confeccao training repeatedly expressed gratitude for what they had learned. Each considered herself prepared to work on her own, having learned sewing techniques as well as basic business principles. One spoke of her ability to plan and execute a sewing project which she could not have done prior to the course. Each was seeking a grant from a Brazilian government agency (LBA) to purchase sewing machines to begin home production. Only four women had completed the confeccao training at the time of the evaluator's visit due to delays in the facility, equipment, sewing materials, and UFC policy decisions. However, many more indicated a desire to be trained in subsequent sessions. This particular aspect of the convenio began slowly but once in place bore fruit immediately and will continue to do so as long as the UFC personnel are willing to invest time and effort in it. It represents to the community a source of income, which of necessity is a high priority in their lives.

In addition to training the women received both in child care and the confeccao, the pre-school teachers hired by the city of Fortaleza and the volunteer community teacher all received direct input from the child care consultant during her three visits. During her final visit, changes were made in both the routine and physical surroundings of the pre-school that dramatically altered the structure and content of instruction as well as the teachers' ability to control the children. These changes were still being followed at the time of the evaluator's visit and the teachers expressed pleasure at what they had learned and the difference it had made.

The members of the community unanimously expressed gratitude for the pre-school program. While at the pre-school, the children were away from the negative influences of the favela, fed, and in the company of "good" people. Although they had no clear conception of how, the parents also felt that the pre-school prepared their children for school. While these factors represent their main interests in the pre-school, "little by little through the meetings we are teaching them the value of doing play dough, drawing, telling them stories. Some of them have a good understanding of the value of the day care, others don't understand much" (faculty member).

Unlike the impacts to the two universities which will decrease with the end of the convenio, the impact of the convenio activities on the favela began slowly and will increase over time if project personnel continue the work that has begun there. How long it will take and at what point the community can assume responsibility for project activities begun by the convenio will depend on their progress in the development processes inherent in achieving independence.

UFC. As the result of a five year association with the U of A, the UFC Home Economics department experienced many things that came as a result of both work in the favela, as well as direct input of U of A expertise and CIDA funds.

The impacts of the convenio on the UFC Home Economics department and faculty can be summarized as follows:

1. Faculty members received increased knowledge and skills through trips to examine alternative techniques, courses related to project activities, and experience working at the favela. Traveling to other cities in Brazil as well as to Canada provided new insights into the challenges and "many new possibilities we never would have seen before" (faculty member). Although the trip to Canada was a broadening experience professionally, as well as personally, those who came would have benefited more with a greater facility in English. The training courses in industrial clothing manufacturing attended in Brazil became, for some of the faculty, the most important aspect of the convenio, as they received advanced training that would not otherwise have been available to them. It is expected that the expertise gained will benefit not only students but the department as well.

2. Although the initial research effort was not accepted for funding, the process of working as a team in the preparation of a research proposal was a valuable first step that will make the next that much easier. It also introduced and demonstrated the challenges of research and the need to receive further training in order to successfully participate in it.

3. As a result of the convenio, a small and "courageous" group of home economists were brought into contact with others in their profession and given "inspiration and reinforcement" for their efforts to make life better in their own

community. One of the goals of home economics as a profession is to work together to bring about change. It was important for the UFC faculty to see what others who believe in home economics are willing to do to help.

4. The ability to form and maintain an international development agreement raised the status of the Home Economics department within the UFC community, contributing to their being granted a new building on the campus. Other UFC departments involved with the project in the beginning, for the most part, did not continue. The Home Economics department began, prospered and completed the terms of the convenio and had their efforts recognized by the increase in status they now enjoy.

The impact of the convenio on UFC students was mostly indirect. As the faculty received more training and experience, they were better able to provide students with a greater level of expertise. As discussed previously, the bolsistas did not receive the direct training needed to maximize their work experience at the favela. Their present work will be beneficial to them as they continue to work with the faculty who have been trained and as the Home Economics department takes more direct steps to become a training institution to ensure that student experiences will more effectively prepare them to work with individuals and communities.

U of A. From the outset, the desired impact of the convenio on the U of A was an increased awareness of the role home economics is able to play in the Third World. In order to assess project impact on that awareness, a questionnaire was designed and administered to faculty who had not been involved with the convenio, as well as fourth year undergraduate students in the Home Economics faculty. The results of the survey are shown in Figures 5.5 and 5.6. Those faculty members who had direct involvement

were interviewed with regard to their involvement and its impact on them. Those interviewed were not included in the survey sample.

The survey indicated that most of the faculty (11/14) had at least heard of the project in Fortaleza, but of the eleven, only two indicated that it had made any difference to their awareness of home economics and development. Two of the fourteen indicated that they would have had an interest in being involved with it but only to the degree that their current activities allowed. Most said that although it was interesting to hear about casually, their interests were not in international work.

Figure 5.5. Faculty Awareness

| | | |
|---|---|---|
| Sample: | n=14 | Family Studies: 4<br>Clothing and Textiles: 5<br>Foods and Nutrition: 5 |
| Awareness of Project: | | Yes: 11<br>No: 3 |
| Yes (11): | How did you hear about it? | project director: 5<br>evaluator: 2<br>meetings: 2<br>other faculty: 2 |
| | Like to have been involved? | Yes: 2<br>No: 9 |
| | Knowledge of project impact awareness? | Yes: 2<br>No: 6<br>no response: 3 |
| No (3): | Been interested in hearing about it? | Yes: 3 |
| | Like to have been involved? | No: 2<br>no response: 1 |

Of the six faculty members who visited Fortaleza, four had had no experience in international development prior to this project. All four, when interviewed, expressed the feelings that their experiences had enriched them personally and professionally as well as broadening their awareness of what could and needed to be done. They expressed an increased respect for people in other countries who function with fewer resources and who continue to care and try to make a difference.

The original objectives did not include activities that would bring a direct benefit to the U. of A. Several activities were suggested and given a "back-burner" status (i.e. joint research, resource exchange), but with the lack of time to do more than the required activities, most did not occur. As a result, with the exception of the consultants, the project was carried out mostly by the director, with her asking for and receiving little help, and the faculty therefore receiving little benefit. This is not said to minimize the importance of an impact on only four or even one, but if the goal is to impact on more, then more specific methods should be discovered and implemented in the planning stages to bring this about.

In addition to the faculty, thirty-three fourth year students from the three departments within the Home Economics faculty were surveyed as to their awareness of the convenio. Of the thirty-three, only five had heard of the project, two from conversations with the evaluator during the previous year. Of the five, two felt that it had increased their awareness of home economics involvement in development. Twenty-one of the thirty-three expressed an interest in having been involved with the project in some way, had there been the opportunity for student involvement.

Figure 5.6. Student Awareness

| | | |
|---|---|---|
| Sample: | n=33 | Family Studies: 12<br>Clothing and Textiles: 12<br>Foods and Nutrition: 9 |
| Awareness of Project: | | Yes: 5<br>No: 28 |
| Yes (5): | How did you hear about it? | word of mouth: 4<br>class: 1 |
| | Like to have been involved? | Yes: 4<br>No: 1 |
| | Knowledge of project impact awareness? | Yes: 2<br>No: 2<br>no response: 1 |
| No (28): | Been interested in hearing about it? | Yes: 24<br>No: 4 |
| | Like to have been involved? | Yes: 9<br>No: 10<br>Maybe: 8 |

The general findings were that the project had virtually no impact on U of A home economics students. There was no opportunity for them to be involved in it and they would only have heard about it incidentally. As with the faculty, if one of the goals of a university's involvement in international work is to provide experience for faculty and students, more direct methods need to be adopted at the outset and carried through.

Finances

The financial record keeping for all convenio activities was under the control of the University of Alberta's Comptroller's office. All CIDA funds were dispersed through the university and all transactions and receipts were recorded and kept on file there. Financial accountability and reporting was maintained between CIDA and the U of A throughout the term of the convenio.

The focus of the evaluation in terms of finances was only in providing a summary assessment of the accuracy of the initial financial predictions and the reasons for any discrepancies should there have been any. In every case, with the exception of funds budgeted for the coordinator's visits, each objective came in under budget. Over-estimates occurred primarily in the travel expenses for the Brazilian faculty who visited Canada. As well, a substantial amount had been included for the necessary administrative costs of the confeccao had it functioned as a cooperative as planned. With the approval of CIDA, the excess funds were made available to include new activities that had not been originally planned, mostly in the areas of staff development and additional pre-school and confeccao material.

## CHAPTER 6

## DISCUSSION

The evaluation of the Fortaleza Brazil slum redevelopment project was based on a conceptual framework adapted from an evaluation process suggested by Daniel Stufflebeam, using a summative application of the four types of evaluation suggested by him (context, input, process, product). These four categories of evaluation were used to generate and organize the evaluation questions around issues suggested by the evaluation client and stakeholders. Data was gathered using a convergent approach from several key sources and analyzed using techniques suggested from the literature (Guba & Lincoln, 1983; Miles & Huberman, 1984; Patton, 1978). The evaluation questions were answered and discussed in detail in the previous chapter. The evaluation findings were based on the answers to these questions.

The purpose of this chapter is to provide a further discussion of these findings. This will be done by presenting an overview of the project based on these findings. This overview will include a brief discussion of project strengths, included to focus on the factors which contributed to the success of the project. The section following will deal with issues that became apparent from the evaluation findings that have relevance for development funding agencies, home economists participating in future development projects, and for evaluation. Recommendations for dealing with these issues are provided. The summative nature of this evaluation limits the utility of these recommendations to future projects of either the funding agency or the personnel involved with the project. The concluding section discusses the broader implications of these issues and recommendations for the field of home economics.

## Project Strengths

During the evaluation process, the examination of records, observation of activities and discussion with project participants pointed clearly to the unquestioned success of many of the project activities. These successes were examined in an attempt to determine the underlying factors that contributed to them. Several of these factors are discussed below.

The ultimate goal of all parties involved with the U of A/UFC agreement was to provide activities that would improve the lives of the people, particularly the women and children of the Uruguaiana community. This goal came from the philosophical framework inherent in the profession of home economics. This intimate linkage between project goal and the personal and professional philosophies of the participants provided the motivation required to complete the project. The commitment of key Brazilian project personnel to the favela in spite of obstacles, disappointments, the length of the project, and the necessity of neglecting other career options was remarkable and contributed significantly to its ultimate completion and success.

Throughout the duration of the project both directors were able to maintain a flexibility of orientation without losing sight of project goals. The length of the project as well as shifting political policies required major adaptation of project plans, as well as a high degree of personal flexibility. The project benefitted from the fact that this flexibility existed at all levels, from the funding agency to favela participants.

Project personnel were able to mobilize and to work effectively with local resources. This included discovering government agencies to provide funding and expertise for project activities as well as working with technical staff hired by the

UFC. The complex organization of the work done within the Uruguaiana community, which included individuals and groups from many diverse sectors, provided a solid framework within which project activities proceeded.

The professional quality of the project director and consultants chosen to go to Fortaleza contributed significantly to the development that occurred in the community and the ultimate success of the project. These women, without exception, represented the highest level of skills the profession has to offer. This professionalism, coupled in every case with outstanding interpersonal skills, caused Brazilian staff to comment warmly on their presence and input.

## Issues and Recommendations

The evaluation of this project brought to light issues that have implications for two distinct groups. Home economists have a role in international development due to their mission statement and interest in working with individuals and families. Several issues relative to that role became apparent from this evaluation. These will be discussed along with recommendations for future development projects. In addition to implications for home economists, the evaluation process used in this study and the data gathered suggested several issues for the evaluation of development projects These issues will be discussed with recommendations as well. The client and stakeholders in this project represented information needs at several different levels. Therefore, the recommendations are given, where applicable, at each level.

## Issues and Recommendations for Home Economics

### Training

Contained within the definition of home economics is a mission statement that specifically enjoins those in the profession to seek to enhance the well-being of individuals and families. This mission has direct application to work in developing nations, where so much of what defines a country as under-developed impacts specifically upon families, particularly upon women.

The issue that needs to be addressed by the profession relates to the translation of that mission statement and global perspective into skills suited for work in an international setting. Findings from this study suggest that specific skills and experience are necessary for the successful completion of an international development project in order to avoid both mistakes and delays in project implementation due to lack of skills.

In addition, if the key to the gaining of these skills is training, it is not enough to expect that this training will occur incidentally with participation in the experience. Training those who are involved after project commencement, as was done with this project, contributed significantly to the success of the project and will aid in future efforts by these same individuals. However, the impact of that training was limited to these individuals. They, in turn, would need to transfer the skills gained to others, through both formal and informal means in order to maximize both the experience and the investment. This project was undertaken by two universities involved in the education of future home economists. A key activity of a university must be the offering of training by providing both instruction and experience.

Recommendation 1. In order to minimize avoidable mistakes due to lack of training, funding agencies should determine that project directors are working from a basis of development knowledge and ensure that project planning has followed sound development principles before project commencement. Where development knowledge and/or skills are lacking, training in community development should be added and kept separate from project objectives and timed to occur before the actual initiation of the project.

Recommendation 2. Home economics curriculum should include training in skills specific to international work, as well as pursue opportunities for development experience for students. Future development projects should include specific objectives relative to providing training for students and these should be given priority with other project objectives.

Decision Making/Communication

When a university in a developed country links with a university in a developing country to jointly provide expertise and input to a specific project, with funding from outside sources in both countries, a complex structure of power and interaction is set in place. The misinterpretation of this network can lead to unfulfilled expectations, interpersonal challenges and misinformation. The design of the structure represents the amount of control held by all parties with an interest in the project and is a crucial factor in the fulfilling of project objectives. The construction depends on the nature of the project, the needs and skills of the personnel involved and the resources available, all which should come together in a framework satisfactory to all parties. By leaving this structure to build itself over time, project

personnel run the risk of not being satisfied with the outcome but unable to rearrange it.

Inherent in this structure, once it is in place, are the communication channels that will facilitate the direction of project activities. Once these communication channels are established, to not make use of them is to allow the activities to remain to a degree unreported and therefore undirected. The findings of this study indicated that valuable time was lost and resources untapped by not communicating regularly. This communication should be designed to transfer needed information without being complicated or time-consuming.

Recommendation 3. Decision-making and communication structures at all levels should be organized and made explicit from the outset, with the possibility of flexibility and change built in. Regardless of the structure put in place, regular communication should be required of all participants.

Project Context

One of the most influential factors in the success of any development project is the context within which it is situated. This is as true for a small home economics project dealing with a specific group of women and children as it is for large economic projects with nation-wide impacts. The government and university political structure in this study had a major impact not only on the ability to complete project activities but the effects of those changed activities on the people. Facilities were delayed, funding cut, and cooperation withdrawn due to changing political structures and philosophies. Activities were further complicated by the inability to influence government institutions to live up to commitments made. Home economists need to be aware in advance of the possibility of the shifting policies and philosophies inherent in

international work as well as the realization that such changes can bring about serendipitous effects that should be examined for their possible positive impact and exploited.

Recommendation 4. To work more successfully within existing political structures, it is recommended that financial commitments with all parties be made explicit.

Recommendation 5. Project objectives and activities must be made as flexible as possible in order to accommodate governmental policy and funding changes which can and do occur in developing countries.

Project Selection

Opportunities to participate in development projects are available to home economists all over the world and the selection of a project should be carefully made based on several factors. A crucial step to ensuring project effectiveness is an assessment of the impact of language differences on the ability to complete project activities. The greater the commonality in language, or at least the greater the resources available to deal with differences, the greater will be the level of effective communication. This study showed that shared resources were unusable, training opportunities decreased and the pressure on time and resources too great when only one person spoke both languages. Exchange visits were not as productive, and in some cases not even possible, because of language differences.

Recommendation 6. Where possible, funding agencies should encourage familiarity of the language of both parties for at least the major participants. Funding provisions must be made for the translation of documents and materials and for interpreters for exchange visits.

Recommendation 7. When projects are being selected by home economists, it must be remembered that lack of fluency in both languages will negatively impact on project success. Where this impact cannot be minimized by the inclusion of funding for the translation of materials and interpreters, project selection should be limited to English speaking countries.

Local Resources

The ability to accomplish a task in a development project is limited to the local resources available in the setting in which the work is being done. An assessment of what is realistically possible to accomplish should be made as explicit as possible so that project plans can be made within the resources available. This not only focuses effort on attainable goals, but avoids disappointments encountered due to unfulfilled expectations. For example, in this project it was necessary to eliminate the establishment of the day care for infants from project objectives due to the lack of adequate personal and physical resources needed to proceed. The research proposal prepared and submitted for funding was not pursued after its rejection due to lack of time to invest in it by the participants. The balance between optimism and reality is difficult to strike, but project plans will be made more realistically and frustration encountered much less often with an assessment of what is actually possible to accomplish.

Recommendation 8. In order to aid in project success, the funding agency should require an assessment be made in advance to determine that both parties have the resources, both physical and personal, to implement project objectives.

Recommendation 9. Project planners should make a specific attempt to match project objectives with project realities in the planning stages, or include provisions

to expand project realities through additional funding for support, assistance, or facilities.

## Issues and Recommendations for Evaluation

In twenty-five years, the evaluation field has developed a sophisticated theory and practice that has made it a highly professional field. The evaluation of social development projects continues to present evaluators with unique challenges as social reality is composed of combinations of diverse variables often difficult to discover and predict. These challenges are compounded when placed in international settings.

Most international development evaluations are qualitative descriptions of project activities performed summatively, often to complete funding agency files relative to a project (Cracknell, 1988). This focus limits the utility of evaluation to extracting lessons that can be learned for future projects. While this is a worthwhile focus, it is often defeated by the non-availability of evaluation results to those involved in future project planning. In addition to the issue of non-availability, evaluations conducted in international settings require a different application of evaluation procedures that can reduce the quality of the data gathered if not addressed in advance.

The key issue of enhancing both the utility and quality of evaluation results is made up of several smaller issues. These issues arose during this study affecting the evaluation process as well as the data and are suggested as areas that need to be addressed when an evaluation of a development project is undertaken by a university. These issues can be applied specifically to three separate groups: the funding agency financing the evaluation, the university sponsoring it and the evaluator.

Funding Agency Issues

The philosophy of evaluation in development funding agencies has altered since the beginning of the project in this study in 1982, to the inclusion of evaluation in project plans rather than an activity tacked on at the end. This is a valuable step that will contribute to the evaluation process considerably. However, evaluations are still mostly summative descriptions to provide accountability. The concept of formative evaluation to aid in the development of the existing project, though costly, may in the long-term prove to be more efficient as changes are suggested for improvement. In addition, access to evaluation results by groups embarking on similar projects would contribute greatly to project planning and avoid the necessity of relearning lessons. Funding agencies could also contribute to the evaluation process by more specifically providing the evaluator with input as to agency information interests and suggestions for the evaluation.

Recommendation 10. Funding agencies should require that evaluation be included in project plans and that formative as well as summative evaluations be encouraged and funded.

Recommendation 11. Funding agencies should make evaluation more useful by making results available to project planners.

Recommendation 12. Funding agencies should contribute to the evaluation by providing more specific input in terms of agency information interests in the evaluation as well as suggestions for conducting evaluations.

University Issues

Limited funds to conduct evaluations of university projects necessitates the use of untrained evaluators, often students. This can be beneficial to a student in providing an opportunity to learn and experience a valuable application of skills. It is crucial, however, that the proper balance be struck between providing the student with necessary direction in the evaluation process while maintaining the proper distance as a project stakeholder so as not to influence the evaluation.

Recommendation 13. The use of students as evaluators of university development projects is viable and beneficial. Care needs to be taken, however, to separate the role of project director from that of thesis advisor to ensure both the integrity of the evaluation and the necessary support to the student.

Evaluator Issues

The choice of the evaluation focus is crucial to an honest assessment of an international development project. Evaluation literature suggests that the use of rigid evaluation models based on measuring objective attainment is not suited for use in social development projects. This is especially true in international settings. An objectives-based focus for this study was requested by the evaluation client but became only part of the evaluation focus chosen by the evaluator. To have made it the primary focus would have put undue emphasis on the failure to complete all project objectives and would have ignored much of the very real success of the project.

Recommendation 14. As in all evaluations, the primary informational focus should be determined by the evaluator to include the interests of the client and stakeholders and the best interest of the evaluand.

Many development projects are begun based on an intuitive assessment of needs by project personnel. No baseline data is collected to provide an evaluator a standard by which to measure impact at the conclusion of the project. This means the evaluator, likely not present during project planning, must determine impact based completely on the perceptions of project participants as well as upon observation. In addition to this lack of baseline data, local project personnel may have been over-worked and under-trained, making regular reporting difficult unless a satisfactory system of reporting has been put in place. Therefore, accurate measurement of impact becomes a difficult task.

Recommendation 15. Wherever and however possible, the evaluator should obtain as accurate a measure or description of pre-project reality as is possible to aid in impact measurement.

Due to the distance involved in development projects and the limited funds to conduct them, it is not usually possible to bring together all of the evaluation clients and stakeholders in order to organize their information needs and interests in the evaluation. During the course of the evaluation, it is also not possible to interact on the same level with all stakeholders due to distance and limited resources. It is also possible that the stakeholder in the developing country is not familiar with the process and expectations of evaluation. These can lead to focusing on one stakeholder's interest at the expense of another and thus biasing the evaluation. Each of these situations occurred relative to this study and had an impact on what data was collected and therefore the ultimate utility of the evaluation to all parties.

Recommendation 16. Adequate time should be invested in advance by the evaluator to ascertain the interests of all stakeholders and ensuring that all understand the process of evaluation and their role in it.

## Implications

A major impact of the present age of information and technology is the opportunity to become aware of the needs of the international population of the world. As part of this increased awareness comes the responsibility to contribute sensitively to the needs made evident by this information. Ellis and Brown (1982, p.24) state:

> "All...must have a broad perspective if they are to fill their roles as world citizens of an increasingly interdependent world. Home Economics can help share this wider perspective through internationally oriented courses and research. But the challenge goes beyond merely raising social consciousness. It involves fostering a global perspective in which all...can understand how their lives and futures are tied to the rest of the world."

The current emphasis by those within the profession, implied in the issues coming from this study and supported by the literature, must be helping home economists take a more prepared step towards their acknowledged role in international development. The profession will be more prepared for this step as three things occur.

First, as students in training institutions become more aware of, and are specifically trained for, international work a dramatic surge in energy and creativity, as well as global sensitivity will occur. This will help the profession define itself and its role in international development and assist in raising its profile as a viable participant in development. In order for this emphasis on training to occur, university administration and home economics faculties will have to examine their

priorities relative to international involvement and systematically seek ways to adjust current policies and practices to conform to these priorities.

The goal of preparing the home economics profession for its global mandate would be aided by drawing upon the development experience of others in the profession. In this regard, the role of evaluation in contributing to this advancement should not be ignored. This disregard of evaluation as a contributor has partly been a result of the evaluation field beginning its focus on international evaluation so recently. The task of producing useful and quality evaluations in international settings requires specific methodologies and procedures. Some of these require different applications than in conventional evaluations and these differences have only recently been addressed in the evaluation field. Several of these applications have been discussed previously in this chapter in terms of their affect on this study and recommendations for future evaluation. As long as development evaluation continues to be primarily centered around summative statements of accountability, evaluation results will only be used to assist in future project planning. While this is using evaluation to only a small degree of its potential in influencing project development, it is a valuable application. The home economics profession will be benefitted by evaluation in its international work to the degree that it takes advantage of the experiences of others, recorded in evaluation reports.

This sharing of expertise gained through experience further implies the value of extending international work beyond the boundaries that exist in the profession. For example, a project initiated by a university faculty need not be limited to individuals within that faculty, but may draw upon the input of any within the professional network. This will occur as international involvement in home economics receives a higher profile in the profession and new ways are sought to assist each other in the

work. This may require creative leadership on the part of home economics associations to provide forums for exchange through such methods as conferences, publications, and networking.

## Summary

Assisting the home economics profession to fulfill its role in international development may ultimately involve many factors not addressed in this discussion. A focus on these three factors, training, evaluation and networking, are suggested by the findings of this study as valuable in bringing that role to the attention of those in the profession and assisting those already involved. Further examination of other issues affecting the preparation and ways to creatively address them is needed.

These factors identified in this discussion will assist in the goal of preparing home economics for its role in development. As a vital conclusion, however, this goal must be put back into its larger view of the mission of home economics. Deacon (1987, p. 69) provides us with this perspective by stating: "To make our global commitment more explicit, and in keeping with an increasingly global world, home economics will strengthen its international connections so that together a truly global interpretation can evolve. We need to build a comprehensive view of family life throughout the world and identify the universal conceptualizations that find enrichment in the diversity of their practical manifestations."

## BIBLIOGRAPHY


Anderson, J.F. & Beavers, I. (1988). International students from other countries studying in the United States. In L. O'Toole (Ed.), The international heritage of home economics in the Uniter States (pp. 143-153). Washington D.C.: American Home Economics Association.

Austin, M.J. (1982). Evaluating your agency's programs. Beverly Hills: Sage Publication.

Badir, D. (1981). Home economics - What is it? In N. Bannerman (Ed.), What's past is prologue (pp. 3-5). Edmonton: Alberta Home Economics Association.

Bor, W. (1984). Planning and development in developing countries. In P.K. Gosh (Ed.), Development policy and planning - A third world perspective (pp. 40-47). Westport, Conn: Greenwood Publisning.

Borger-Poulsen, K. (1985). Integration or segregation? The gap between good intentions and appropriate actions in Africa. Community Development Journal, 20(3), 176-183.

Brewer, M.B. (1983). Evaluation: past and present. In E.L. Stuening and M.B. Brewer (Eds.), Handbook of evaluation research (pp. 15-27). Beverly Hills: Sage Publication.

Canadian International Development Agency. (1987). Sharing our future (Cat. No. E94-93/1987-1). Hull, Quebec: Minister of Supply and Services.

Cook, T.D. & Shadish, W.R. (1987). Program evaluation: The worldly science. In W.R. Shadish and C.S. Reichardt (Eds.), Evaluation studies review annual, Volume 12 (pp. 31-68). Beverly Hills: Sage Publication.

Cracknell, B.E. (1988). Evaluating development assistance: A review of the literature. Public Administration and Development, vol. 8, 75-83.

Cronbach, L.J. & Associates (1980). Toward reform of program evaluation: Aims, methods and institutional arrangements. San Francisco: Jossey Bass.

Dalloway, M. (1986). International federation for home economics. Canadian Home Economics Journal, 36(3), 114-116.

Deacon, R.E. (1987). Visions for the 21st century-1987 AHEA commemorative lecture. Journal of Home Economics, 79(3), 62-70.

Deming, W.E. (1983). The logic of evaluation. In E.L. Struening and M.B. Brewer (Eds.), Handbook of evaluation research (pp. 91-106). Beverly Hills: Sage Publications.

Department of External Affairs. (1961). Canada and the colombo plan. Ottawa.

Dickson, A. (1988). The Brazil-Purdue University - ICA home economics program - 1948-1965. In L. O'Toole (Ed.), The international heritage of home economics in the United States (pp. 106-119). Washington D.C.: American Home Economics Assocation.

East, M. (1980). Home economics: Past, present and future. Boston: Allyn and Bacon, Inc.

Ellis, G.J. & Brown, S.N. (1982). International population: Help wanted. Journal of Home Economics, 74(4), 22-25.

Evans, J.L. (1985). The intersecting needs of women and children. Community Development Journal, 20(3), 195-202.

Firebaugh, F. (1985). Women in development and home economics. Journal of Home Economics, 77(4), 41-45.

Freeman, H., Rossi, P., & Wright, S. (1979). Evaluating social projects in developing countries. Paris: O.E.C.D.

Freire, P. (1973). Education for critical consciousness. New York: Seabury Press.

Gallin, R.S., Whittier, P. & Graham, M. (1985). Research and policy: An analysis of the working papers on women in international development. In Gallin, R.S. (Ed.), Women creating wealth. Selected Papers and Speeches from the Association for Women in Development Conference, April 25-27, 1985 (pp. 79-84). Washington, D.C.: Association for Women in Development.

Goulet, D. (1971). "Development"...or liberation? International Development Review, 13(3), 6-10.

Goulet, D. (1974). A new moral order. Mary Knoll, N.Y.: Orbis Books.

Goulet, D. (1977). The cruel choice. New York: Antheneum.

Green, K. (1981). Against the current. Journal of Home Economics, 73(3), 14-16.

Greene, J. (1985, April). Qualitative data analysis in program evaluation contexts. Pater presented at the annual meeting of the American Educational Research Association. Chicago, Illinois. (ERIC Document Reproduction Service No. ED 262 476).

Guba, E.G. & Lincoln, Y.S. (1981). Effective evaluation. San Francisco: Jossey Bass Publications.

Guba, E.G. & Lincoln, Y.S. (1983). Epistemological and methodological bases of naturalistic inquiry. In G.F. Madaus, M. Scriven and D. Stufflebeam (Eds.), Evaluation models: Viewpoints on educational and human services evaluation (pp. 311-334). Boston: Kluwer-Nijhoff.

Horn, M.J. (1981). Home economics: A recitation of definition. Journal of Home Economics, 73(1), 19-23.

House, E.R. (1980). Evaluating with validity. Beverly Hills: Sage Publications.

House, E.R. (1982). Introduction: Scientific and humanistic evaluations. In E.R. House (Ed.), Evaluation studies review annual, Vol. 7 (pp. 15-25). Beverly Hills: Sage Publications.

Kieren, D., Vaines, E., & Badir, D. (1984). The home economist as a helping professional. Winnipeg: Fry Publishing.

Lacey, L. (1986). Women in the development process: Occupational mobility of female migrants in cities in Nigeria. Journal of Comparative Family Studies, XVII (1), 1-18.

Lovel, H. & Feuerstein, M.T. (1985). Women, poverty and community development in the third world. Community Development Journal, 20(3), 156-162.

Madaus, G.F., Stufflebeam, D.L. & Scriven, M.S. (1983). Program evaluation: A historical overview. In Madaus, G.F., Scriven, M.S. and Stufflebeam, D.L. (eds.), Evaluation models: Viewpoints on educational and human services evaluation (pp. 3-22). Boston: Kluwer-Nijhoff Publishing.

Marsden, K. (1984). Global development strategies and the poor: Alternative scenarios. In P.K. Gosh (Ed.), Development policy and planning - a third world perspective (pp. 58-64). Westport, Conn: Greenwood Publishing.

McGrath, E.J. & Johnson, J.T. (1968). The changing mission of home economics. New York: Columbia University, Institute of Higher Education.

McLaughlin, M.W. (1987). Implementation realities and evaluation design. In W.R. Shadish and C.S. Reichardt (Eds.), Evaluation studies review annual, Volume 12 (pp. 73-97). Beverly Hills: Sage Publication.

Meyers, W.R. (1981). The evaluation enterprise. San Francisco: Jossey Bass Publications.

Miles, M. B. & Huberman, A.M (1984). Qualitative data analysis: A sourcebook of new methods. Beverly Hills: Sage Publications.

Miller, J.R. (1983). Hindsight and foresight: Global and domestic impact. Journal of Home Economics, 75(3), 54-55.

Morris, L.L. & FitzGibbon, C.T. (1978). Evaluator's handbook. Beverly Hills: Sage Publications.

Murray, E. (1985). Development and families: Implications for home economics. Journal of Home Economics, 77(4), 36-40.

Murray, E.C. (1986). Home economics and families in global perspective. 1986 American home economics association commemorative lecture. Journal of Home Economics, 78(3), 51-56.

Parlett, M. & Hamilton, D. (1976). Evaluation as illumination: A new approach to the study of innovatory programs. In G.V. Glass (Ed.), Evaluation studies review annual, Vol 1 (pp. 140-157). Beverly Hills: Sage Publications.

Patton, M.Q. (1978). Utilization-focused evaluation. Beverly Hills: Sage Publication.

Peccei, A. (1984). Introduction. In E. Laszlo (Ed.), Cooperation for development: Strategies for the 1980's. Dublin: Tycooly International Publishing Ltd.

Ross, A. (1984). Practical problems associated with programme evaluation in third world countries. Evaluation and Program Planning, vol. 7, 211-218.

Rutman, L. & Mowbray, G. (1983). Understanding program evaluation. Beverly Hills: Sage Publication.

Schumacher, E.F. (1973). Small is beautiful: Economics as if people mattered. New York: Harper Colophon Books.

Scriven, M. (1973). The methodology of evaluation. In B.R. Worthen and J.R. Sanders (Eds.), Educational evaluation: Theory and practice. Belmont, Calif: Wadsworth.

Seers, D. (1977). The meaning of development. International Development Review, 19(2), 2-7.

Seers, D. (1977). The new meaning of development. International Development Review, 19(3), 2-7.

Sen, G. & Grown, C. (1987). Development, crises and alternative visions: Third world women's perspectives. New York: Monthly Review Press.

Shadish, W.R. & Reichardt, C.S. (1987). The intellectual foundations of social program evaluation: The development of evaluation theory. In W.R. Shadish and C.S. Reichardt (Eds.), Evaluation studies review annual, Volume 12 (pp. 13-30). Beverly Hills: Sage Publication.

Stake, R.E. (1983). Program evaluation, particularly responsive evaluation. In In G.F. Madaus, M. Scriven, and D.L. Stufflebeam (Eds.), Evaluation models: Viewpoints on educational and human services evaluation (pp. 287-310). Boston: Kluwer-Nijhoff Publishing.

Streeten, P., Purke, S.J., ul Haq, M., Hicks, N., & Stewart, F. (1981). First things first: Meeting basic human needs in developing countries. Washington, D.C.: The World Bank.

Stufflebeam, D.S. (1983). The CIPP model for program evaluation. In G.F. Madaus, M. Scriven, and D.L. Stufflebeam (Eds.), Evaluation models: Viewpoints on educational and human services evaluation (pp. 117-142). Boston: Kluwer-Nijhoff Publishing.

Stufflebeam, D.S. (1985). Coping with the point of entry problem in evaluating projects. Studies in Educational Evaluation, vol. 11, 123-129.

UNESCO. (1984). Project evaluation: problems of methodology. Paris: United Nations Educational, Scientific and Cultural Organization.

United Nations. (1962). The United Nations development decade: Proposals for action. (U.N. Publication E/3613). New York.

United Nations. (1970). International development strategy for the second United Nations development decade. General Assembly - Twenty Fifth Session. Resolutions adopted on the reports of the second committee (Resolution 2626-24 October 1970).

United Nations. (1981). International development strategy for the third United Nations development decade. New York: United Nations Department of Public Information.

Vincenti, V.B. (1983). Antecedents of reformism. Journal of Home Economics, 75(3), 26-28.

Wallace, S. (1985). World population - Possibilities and responsibilities for home economists. Journal of Home Economics, 77(4), 13-14.

Wignajara, P. (1976). A new strategy for development. International Development Review, 18(3), 2-7.

## APPENDIX A

### INTERVIEWS

UFC

ADMINISTRATION:

Raimundo Helio Leite
President, UFC

Jose Nelson Sa Frota
Vice President, Extension

HOME ECONOMICS FACULTY:

Maria Stella Ribeiro Amaral
Liana Jatoba Bezerra
Lucia Sampaio Castelo
Fatima Sampaio da Silva (Project Director)
Helena Selma de Azevedo
Maria Iracema de Sa
Ligia de Sousa
Regina Ferreira
Clarisse Gomes
Maria Consuelo Landim
Germana Pessoa
Miranice Gonzaga Sales

FAVELA TECHNICAL STAFF:

Ana Otilia da Rocha - Home Economist
Selma Suely de Freitas Monteiro - Nurse
Jose Augusto de Almeida Neto - Coordinator

FAVELA PARTICIPANTS:

Judith da Silva Costa
Geraldo Pereira da Silva
Jose Marques Damaceno
Maria Miriam Ferreira de Almeida
Maria Augusto de Andrade
Cicera Moreira Noqueira

BOLSISTAS:

Maria do Socorro Moura Barros
Clebia Maia
Helene

COMMUNITY TEACHERS:

Maria Conceicao de Souza
Gerusa

U OF A

ADMINISTRATION:
Amy Zelmer
Vice President, Academic

HOME ECONOMICS FACULTY:
Zenia Hawrysh
Nancy Hurlbut
Anne Kernaleguen

CONSULTANTS:
Doris Badir (Project Director)
Sheila Campbell
Betty Crown
Dianne Kieren

## APPENDIX B

### UNIVERSITY OF ALBERTA FACULTY AND STUDENT QUESTIONNAIRES

### Faculty Awareness Questionnaire

Over the past five years, the Faculty of Home Economics at the U of A has been involved with a slum redevelopment project in conjunction with the Home Economics Department at the Federal University of Ceara in the city of Fortaleza, Brazil. The project included the development of a clothing manufacturing cooperative to provide skill training for women from the slum, a day care system to free these women to be involved in the training, and experience and research opportunities for faculty and students at the University of Ceara. The U of A's involvement is now complete and the project is being evaluated.

One of the issues being evaluated is faculty and student awareness of the project and its impact on their knowledge of the role of home economics in Third World development. The purpose of this questionnaire is to measure that awareness. You are under no obligation to participate. If you choose to participate, please answer all of the questions and return the questionnaire in the enclosed envelope. Although some of the questions are closed-ended, please feel free to make comments. Thank you for your time and cooperation.

1. Of which department are you a faculty member?

   Family Studies _____
   Clothing and Textiles _____
   Foods and Nutrition _____

2. How informed do you consider yourself regarding the role of home economics (i.e. the profession) in Third World development?

   very____; somewhat____; not very____; not at all____

3. How involved are you/have you been in international development as a result of your profession?

4. Are you aware of the Faculty's involvement in the project described above?

   yes_____ no_____

5. If the answer to #4 is yes:

   a. How did you hear about the project?

   b. Would you have liked to have been involved in it?

c. To what degree?

d. Did hearing about it have any impact on your awareness of the role of home economics in development? How?

6. If the answer to #4 is no:

a. Would you have been interested in hearing about the project?

b. Would you have liked to have been involved?

c. To what degree?

Student Awareness Questionnaire

Over the past five years, the Faculty of Home Economics at the U of A has been involved with a slum redevelopment project in conjunction with the Home Economics Department at the Federal University of Ceara in the city of Fortaleza, Brazil. The project included the development of a clothing manufacturing cooperative to provide skill training for women from the slum, a day care system to free these women to be involved in the training, and experience and research opportunities for faculty and students at the University of Ceara. The U of A's involvement is now complete and the project is being evaluated.

One of the issues being evaluated is student awareness of the project and its impact on student knowledge of the role of home economics in Third World development. The purpose of this questionnaire is to measure that awareness. You are under no obligation to participate. If you choose not to participate, please return the questionnaire to the professor. If you do complete it, please answer all of the questions and return it to the professor before you leave class today. In either case, do not write your name on the questionnaire. Thank you for your time and cooperation.

1. Are you a student in the Faculty of Home Economics?

   yes____ no____

2. In which department are you a student?

   Family Studies _____
   Clothing and Textiles _____
   Foods and Nutrition _____

3. In what year are you? _____

4. Are you aware of the Faculty's involvement in the project described above?

   yes_____ no_____

5. If the answer to #4 is yes:

   a. How did you hear about the project? (If in a class, please indicate which class if you can remember.)

   b. How aware were you, prior to hearing about it, of the role that home economics plays in the Third World?

   c. How did hearing about this project increase your awareness of that role?

d. If there would have been an opportunity, would you have liked to have been involved in the project?

6. If the answer to #4 is no:

a. Would you have been interested in hearing about the project?

b. If there would have been an opportunity, would you have liked to have been involved?

c. How aware are you of the role that home economics plays in the Third World?